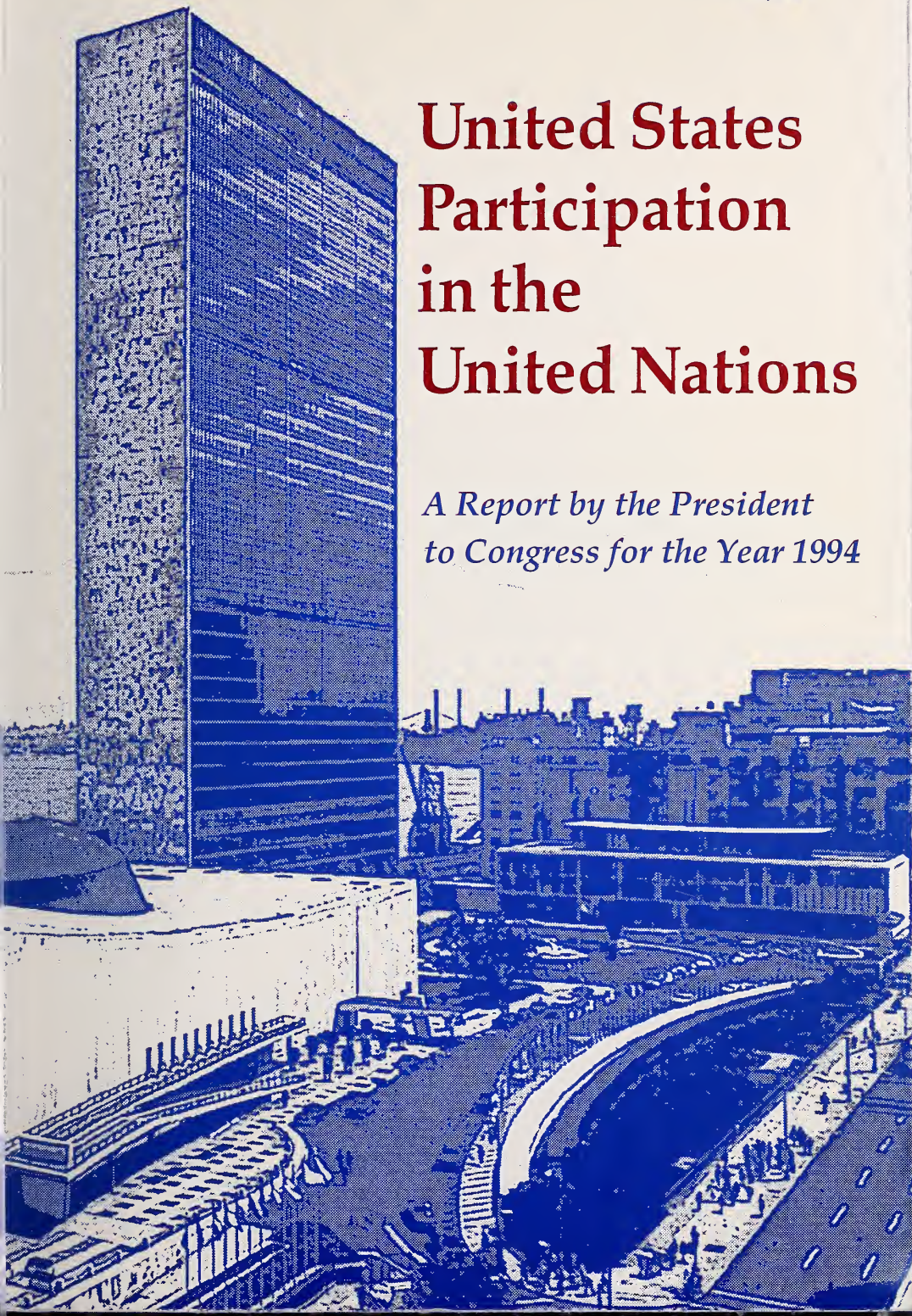


United States Department of State



# United States Participation in the United Nations

*A Report by the President  
to Congress for the Year 1994*



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United States  
Participation  
in the  
United Nations





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## Acronyms and Short Forms

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
ASEAN	Association of South East Asian Nations
C-24	Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples
CD	Conference on Disarmament
CEDAW	Committee on the Elimination of Discrimination Against Women
CIS	Commonwealth of Independent States
COPUOS	Committee on the Peaceful Uses of Outer Space
CSCE (OSCE)	Conference on Security and Cooperation in Europe (renamed Organization on Security and Cooperation in Europe)
CSD	Commission on Sustainable Development
CSW	Commission on the Status of Women
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
EU	European Union
FAO	Food and Agriculture Organization
GATT	General Agreement on Tariffs and Trade
G-77	Group of 77
Habitat	UN Center for Human Settlements
IAEA	International Atomic Energy Agency
IBRD	International Bank for Reconstruction and Development

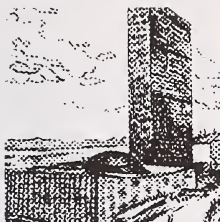
ICAO	International Civil Aviation Organization
ICJ	International Court of Justice
ICSC	International Civil Service Commission
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
ILC	International Law Commission
ILO	International Labor Organization
IMF	International Monetary Fund
IMO	International Maritime Organization
INSTRAW	International Research and Training Institute for the Advancement of Women
IOM	Intergovernmental Organization for Migration
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
MINURSO	UN Mission for the Referendum in Western Sahara
NAM	Non-Aligned Movement
NATO	North Atlantic Treaty Organization
NGO	Nongovernmental Organization
OAS	Organization of American States
OAU	Organization of African Unity
OECD	Organization for Economic Cooperation and Development
OIOS	Office of Internal Oversight Services
ONUMOZ	UN Operation in Mozambique
ONUSAL	UN Observer Mission in El Salvador
PLO	Palestine Liberation Organization
UNASOG	UN Aouzou Strip Observer Group
UNAVEM II	UN Angola Verification Mission
UNCED	UN Conference on Environment and Development
UNCITRAL	UN Commission on International Trade Law
UNCTAD	UN Conference on Trade and Development
UNDC	UN Disarmament Commission
UNDCP	UN International Drug Control Program
UNDOF	UN Disengagement Observer Force



UNDP	UN Development Program
UNEP	UN Environment Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFICYP	UN Force in Cyprus
UNFPA	UN Population Fund
UNHCR	Office of the UN High Commissioner for Refugees
UNHRC	UN Human Rights Commission
UNICEF	UN Children's Fund
UNIDO	UN Industrial Development Organization
UNIFEM	UN Development Fund for Women
UNIFIL	UN Interim Force in Lebanon
UNIKOM	UN Iraq-Kuwait Observation Mission
UNITAR	UN Institute for Training and Research
UNMIH	UN Mission in Haiti
UNMOGIP	UN Military Observer Group in India and Pakistan
UNMOT	UN Mission of Observers in Tajikistan
UNOMIG	UN Observer Mission in Georgia
UNOMIL	UN Observer Mission in Liberia
UNOMUR	UN Observer Mission Uganda-Rwanda
UNOSOM II	UN Operation in Somalia
UNPROFOR	UN Protection Force (in Yugoslavia)
UNRWA	UN Relief and Works Agency for Palestine Refugees in the Near East
UNSCEAR	UN Scientific Committee on the Effects of Atomic Radiation
UNTAC	UN Transitional Authority in Cambodia
UNTSO	UN Truce Supervision Organization
UPU	Universal Postal Union
U.S. AID	U.S. Agency for International Development
WFP	World Food Program
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization



## Part 1



# Political Affairs

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## Security Council

The UN Charter places on the Security Council primary responsibility for maintaining international peace and security. It authorizes the Council to achieve the peaceful settlement of disputes (Chapter VI) and to deal with threats to the peace, breaches of the peace and acts of aggression (Chapter VII). For actions raised under Chapter VI, the Council can only make recommendations. In areas covered by Chapter VII, however, it can make decisions that are binding on all member states—including the imposition of collective political, economic and military sanctions.

The 15-member Council meets as necessary throughout the year. It comprises five Permanent Members—China, France, Russia, United Kingdom and the United States—and 10 nonpermanent members elected by the General Assembly. Half of this number, or five new members, are elected annually to serve 2-year terms. The 10 nonpermanent members in 1994 were Argentina, Brazil, Czech Republic, Djibouti, New Zealand, Nigeria, Oman, Pakistan, Rwanda and Spain. The Council Presidency rotates monthly by alphabetical order among the member states.

The increased pace of activity and relatively high percentage of consensus actions that began in the Security Council with the end of the Cold War continued in 1994. While the number of formal meetings held (160) and resolutions adopted (77) was down from 1993 (when the Council reached records of 171 meetings and 93 resolutions), these totals were still higher than in any other previous year. Of the 77 resolu-

tions adopted, 3 were without a vote and 62 won unanimous approval.

Peacekeeping continued to occupy center stage on the Council's agenda, although the body acted on its determination to be more selective in approving new peacekeeping missions. The only wholly new operations approved in 1994 were a small military observer mission in Tajikistan and a mission in Chad that was completed successfully in just 6 weeks. The Council voted to terminate three missions, including two of the largest—in Somalia and Mozambique. This brought the number of UN peacekeepers at year's end to the lowest number (just over 63,000 in the missions) in almost 2 years.

On July 31 the Security Council adopted resolution 940 by a vote of 12 (U.S.) to 0, with 2 abstentions. It authorized a multinational (MNF) force to take "all necessary measures" to restore the democratically-elected government of President Aristide to power in Haiti. The resolution also provided for an expanded UN Mission in Haiti (UNMIH) once the MNF had established a secure and stable environment on the island and the United Nations had recruited an adequate number of troops to allow UNMIH to assume its functions. The U.S.-led MNF began its deployment in Haiti on September 19. By year's end, it appeared the transition to UNMIH would occur by the end of March 1995.

In mid-1994, the Council adopted a series of resolutions intended to deal with the outbreak of mass killings in Rwanda. On June 22 it approved a French-led multinational operation, pending full deployment of the UN Mission in Rwanda (UNAMIR). On November 8 it authorized the establishment of a War Crimes Tribunal to prosecute those accused of the genocide committed in Rwanda earlier in the year.

In other actions, the Council extended the mandates of existing UN peacekeeping operations in Liberia, Angola, Western Sahara, Georgia, on the Iraq-Kuwait border and in the former Yugoslavia. In recognition of the effective closure of the Federal Republic of Yugoslavia-Bosnia border, the Council suspended certain elements of the sanctions regime



against the Federal Republic of Yugoslavia (Serbia and Montenegro).

## **General Assembly**

The General Assembly meets annually from mid-September until late December and during the rest of the year as required. The work of the Assembly takes place in six main committees and in plenary. Disarmament and national security issues are dealt with in the First Committee; economic and social issues are handled by the Second Committee; social, humanitarian and cultural issues are discussed in the Third Committee; the Fourth Committee takes up special political issues not addressed by the First Committee, as well as decolonization issues; the Fifth Committee discusses administrative and budgetary matters; and the Sixth Committee handles legal issues. The Assembly refers most issues to these main committees—all committees of the whole—but may choose to deal directly with an issue in plenary.

The 49th session of the General Assembly opened on September 20 and held 95 plenary sessions before recessing on December 23. It adopted 297 resolutions, compared to 281 resolutions in 1993. Of the 297 resolutions, 230 (or 77.4 per cent) were adopted by consensus.

The 49th Assembly admitted one new member—Palau—raising UN membership to 185.

The Assembly paid greater attention to peacekeeping, reflecting the controversial nature of some operations and concerns over mounting risks to and casualties among peacekeeping personnel, late or nonpayment of peacekeeping assessments, organization of peacekeeping operations and improved access by troop contributors to Security Council deliberations and decisionmaking. The Assembly adopted three U.S. proposals that created a pilot program in peacekeeping training, enhanced in-theatre public affairs and increased resources for civilian police components of peacekeeping operations. The Assembly endorsed a new international convention on the safety and security of UN and associated personnel.

The General Assembly created a high-level working group to address the UN's financial situation, including a reevaluation of the current scale of assessments for the regular budget and peacekeeping. It also approved, by consensus, the Secretary General's budget outline for the 1996-1997 biennium. The United States won seats on three important bodies that play a key role in UN administrative and management affairs: Joint Inspection Unit, Committee on Contributions and the UN Staff Pension Committee.

The Assembly overwhelmingly adopted a U.S.-sponsored resolution strengthening existing human rights mechanisms and passed a far-reaching resolution on electoral assistance and democratization to expand the UN's post-electoral activities and institution-building for democracy. In a consensus resolution, the Assembly requested the Secretary General to provide appropriate additional resources for the Center for Human Rights and the High Commissioner. The Assembly passed with broad support U.S.-cosponsored resolutions on human rights situations in Cuba, the former Yugoslavia and Sudan.

On Middle East issues, the General Assembly overwhelmingly supported a U.S.-initiated resolution on the Madrid peace process. The Assembly continued its practice of strong support for Palestinian-sponsored resolutions. Though some resolutions were consolidated, the Assembly's overall support for obsolete resolutions and those dealing with peace process "final status" issues diminished only slightly.

The United States joined consensus on economic resolutions on third-world debt. The Assembly adopted by consensus a U.S. resolution endorsing the findings and plans of the UN International Symposium on Trade Efficiency, putting the United Nations closer to the information superhighway. The General Assembly passed resolutions on humanitarian assistance, promotion of democratic principles in recipient countries and efficient use of relief assistance, as well as a U.S.-cosponsored resolution to strengthen coordination of humanitarian assistance, improve the functioning of the central emergency revolving fund and enhance the UN Department of

Humanitarian Affairs' capabilities. The Assembly adopted a U.S. initiative on "global learning to increase youth awareness about environmental protection and conservation" (GLOBE) by consensus.

In arms control, the Assembly adopted by consensus a U.S. resolution imposing a moratorium on the export of antipersonnel landmines with the goal of the ultimate elimination of such weapons (a priority of President Clinton). The Assembly failed to eliminate many outdated resolutions, but did pass a resolution praising the progress towards a Comprehensive Test-Ban Treaty and transparency in armaments.

## **Regional Issues**

### **Middle East**

#### ***Situation in the Occupied Territories***

On March 18 the Security Council adopted resolution 904, without a vote, condemning the February 25 terrorist attack by an Israeli citizen on Palestinian Muslims at prayer at the Mosque of Ibrahim/Cave of the Patriarchs in Hebron and its aftermath. The attack claimed more than 50 Palestinian lives. The resolution called on the parties to the negotiations to reinvigorate the peace process and for measures to be taken to guarantee the safety and protection of Palestinian civilians throughout the occupied territories. The United States abstained on the resolution because of references in nonoperative paragraphs to the "occupied Palestinian territory" and "Jerusalem." Ambassador Albright stated "Had this language appeared in the operative paragraphs of the resolution . . . we would have exercised our veto."

As a result of the resolution, the Temporary International Presence in Hebron (TIPH) was established to monitor efforts to ensure safety for Palestinians and to restore Hebron to normal. Volunteers from Italy, Denmark and Norway fulfilled this function for 60 days before the group was disbanded.

### ***UN Interim Force in Lebanon***

The UN Interim Force in Lebanon (UNIFIL) was established by Security Council resolution 425 in March 1978 after the first Israeli invasion of Lebanon. UNIFIL is deployed in southern Lebanon. At year's end, UNIFIL forces numbered about 5,200.

On January 28 the Security Council unanimously adopted resolution 895, which extended UNIFIL's mandate until July 31. On July 28 the Council voted unanimously to adopt resolution 938 to extend the mandate until January 31, 1995. After each vote, the President of the Council issued a statement that expressed concern over continuing violence and urged all parties to exercise restraint.

The Security Council addressed UNIFIL several times in the context of recurrent security problems in southern Lebanon.

### ***UN Disengagement Observer Force***

The UN Disengagement Observer Force (UNDOF) was established after the 1973 Arab-Israeli war to oversee the disengagement of Israeli and Syrian forces on the Golan Heights in accordance with the Israeli-Syrian agreement of May 1974. As of November 1994, UNDOF comprised 1,031 troops, most of whom were deployed on the Golan Heights within and close to the area of separation between Israeli and Syrian forces. UNDOF's forces were contributed by Austria, Canada, Finland and Poland. At year's end, an increased Polish contingent was expected to replace departing Finnish forces.

The Security Council met twice, under routine procedures, to renew the 6-month mandate of UNDOF. The Council voted on November 29 to adopt resolution 962, which extended the mandate until May 31, 1995.

The Secretary General noted, in his semiannual reports to the Security Council on UNDOF operations, that:

Despite the present quiet in the Israel-Syria sector, the situation continues to be potentially dangerous and is likely to remain so, unless and until a comprehensive settlement covering all aspects of the Middle East problem can be



reached. I continue to hope that determined efforts will be made by all concerned to tackle the problem in all its aspects, with a view to arriving at a just and durable peace settlement, as called for by the Security Council in its resolution 338 (1973).

In both May and November, the President of the Security Council issued a brief statement indicating that this observation by the Secretary General reflected the views of the Security Council.

### ***Situation in the Middle East***

The 49th General Assembly adopted, for the second time, a positive resolution on the Middle East peace process. The United States, Russia and Norway introduced resolution 49/88, entitled "Middle East peace process," which was adopted by a vote of 149 (U.S.) to 4, with 2 abstentions.

The resolution was an updated version of the historic 1993 resolution. In our explanation of vote, the U.S. Delegate also called on the parties and the international community to create the necessary environment, free from terrorism and violence, to allow the process to move ahead unhindered. The resolution expressed full support for the achievements of the peace process thus far and called for rapid progress on other tracks of the Arab-Israeli negotiations. It further welcomed international support for the economic and social development of the Palestinian people, commended an active UN role in the Middle East peace process and encouraged regional development and cooperation.

The General Assembly adopted three other resolutions also under the agenda item, "The situation in the Middle East." The United States abstained on a resolution concerning Jerusalem and voted against a resolution on the Golan Heights.

Resolution 49/87 A, adopted by a vote of 138 to 2, with 7 abstentions (U.S.), concerned the status of Jerusalem. It determined, "that Israel's decision to impose its laws, jurisdiction and administration on the Holy City of Jerusalem is illegal and therefore null and void and has no validity whatsoever."



The U.S. Delegate said in his explanation of vote that the United States, consistent with past practice, would abstain on the resolution. He noted that Jerusalem must remain undivided, but that its final status should be decided through permanent status negotiations as the parties have agreed in their September 13, 1993, Declaration of Principles.

Resolution 49/87 B, on the Golan Heights, was adopted by a vote of 77 to 2 (U.S.), with 70 abstentions. This annual resolution was improved modestly over previous texts, but retained past language on Israeli annexation of territory, Israeli failure to comply with UN Security Council resolution 497 and demands for Israeli withdrawal from the Golan. The U.S. Delegate gave an explanation of vote indicating that the United States opposed language that could be considered to prejudge the outcome of negotiations between the parties.

The UN Secretary General determined that he needed a resolution in order to play a role in providing donor country payments to the Palestinian police in Gaza and Jericho. Norway, with U.S. Delegation participation, cosponsored resolution 49/21 B, which was adopted by consensus.

### ***Question of Palestine***

The General Assembly adopted four resolutions under the agenda item, "Question of Palestine." The United States opposed all of these annual resolutions because they reflected an outdated and unbalanced approach to Middle East issues. Three of the resolutions were virtually unchanged from the previous year. The fourth resolution, entitled "Peaceful settlement of the question of Palestine," was renamed from previous versions and deleted its traditional call for an international conference.

Resolution 49/62 A endorsed the efforts of the General Assembly's Committee on the Exercise of the Inalienable Rights of the Palestinian People. The United States has long regarded this Committee as serving political aims of the PLO, while ignoring or suppressing other points of view. The General Assembly voted 103 to 2 (U.S.), with 40 abstentions, in favor of the resolution. Resolution 49/62 B concerned the UN

Secretariat's Division for Palestinian Rights and was adopted by a vote of 105 to 2 (U.S.), with 40 abstentions. The United States views the Division for Palestinian rights, which consumes several million dollars of the UN budget, to be biased in its treatment of issues in the region.

Resolution 49/62 C called on the UN Secretariat's Department of Public Information, in cooperation with the Committee on the Exercise of the Inalienable Rights of the Palestinian People, to continue its special information program on the question of Palestine, with particular emphasis on public opinion in Europe and North America. It was adopted by a vote of 142 to 2 (U.S.), with 3 abstentions.

Resolution 49/62 D, "Peaceful settlement of the question of Palestine," replaced previous versions of a resolution formerly entitled, "International Peace Conference on the Middle East." The new text dropped the previous call for the convening of an international peace conference on the Middle East under UN auspices. The United States opposed the resolution because it adopted a position on issues Israel and the PLO have agreed to reserve for final status negotiations. It was adopted by a vote of 136 to 2 (U.S.), with 7 abstentions.

The U.S. Representative, in an explanation of vote on the "Question of Palestine" resolutions, commented that the parties in the region have moved beyond these resolutions, and the General Assembly should do so as well. He also noted the U.S. view, consistent throughout the General Assembly debate, that we would oppose those resolutions which speak conclusively to issues under direct negotiation between the parties of the region. The General Assembly should support the process of those negotiations for all the parties to resolve their differences directly, without prejudging their outcome. He noted the U.S. view that the resources which are employed for these activities could be better spent through organizations that have a tangible impact on Palestinian development.

### *Israeli Practices in the Occupied Territories*

The General Assembly considered four resolutions largely identical to last year's resolutions under this agenda item.

These resolutions are debated and voted upon first by the General Assembly's Special Political and Decolonization Committee, and then voted upon by the General Assembly plenary. Three of the resolutions contained slightly moderated language compared to the previous year. All four resolutions were adopted by the plenary of the General Assembly. The United States voted against three and abstained on one.

Resolution 49/36 A was entitled, "Report of the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Palestinian People and Other Arabs of the Occupied Territories." This year's version of the resolution was improved over previous texts, in that it no longer cataloged all of the Israeli practices the Special Committee found objectionable. U.S. Representatives, making a special effort to build opposition to the resolution, argued strongly that the Special Committee was unbalanced, ineffective and anachronistic, and should be disbanded. This effort made little headway, although the Fourth Committee debate and drop in affirmative votes from 93 (1993) to 85 suggested that support for the Committee has diminished. The resolution was adopted 85 to 2 (U.S.), with 75 abstentions.

Resolution 49/36 B reaffirmed the applicability of the Fourth Geneva Convention to the occupied territories, and demanded that Israel accept and comply with its provisions. The United States opposed this resolution, and referred to its announced intention, stated by Ambassador Albright in March 1994, to vote against language describing Jerusalem as part of occupied Palestinian territory. The resolution was adopted by a vote of 155 to 3 (U.S.), with 5 abstentions. The U.S. Delegate noted in his statement that the United States continues to believe that the Fourth Geneva Convention relative to the protection of civilian persons in time of war is applicable to the occupied territories.

Resolution 49/36 C called on Israel to facilitate the return of deported Palestinians and respect fundamental freedoms of the Palestinian people. Other operative paragraphs determined that Israeli actions in violation of the Geneva Convention and Security Council resolutions were illegal, as

were Israeli settlements in the occupied territories. Resolution 49/36 C was adopted by a vote of 145 to 2 (U.S.), with 17 abstentions.

Resolution 49/36 D on the Golan condemned Israel's decision to extend its laws, jurisdiction and administration to the occupied Golan Heights. It was adopted 145 to 1, with 15 (U.S.) abstentions and declared this decision to be null and void and to have no legal effect. Syria accepted the European request to mention UN Security Council resolutions 242 and 338 (land for peace) in the resolution. In response to the deletion of some of the confrontational language of the previous year's resolution, the Europeans and others voted for the resolution, thereby contributing significantly to an increase in the number of yes votes from 1993 from 85 to 145. The United States abstained on this resolution and explained that it believed that the future status of the Golan Heights is an issue to be negotiated by Israel and Syria, and thus has no place in General Assembly deliberations.

### ***UN Relief and Works Agency for Palestine Refugees in the Near East***

**Background.** The UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) is mandated by the General Assembly to provide education, health, social and relief services to Palestinian refugees in Lebanon, Jordan, Syria, and the West Bank and Gaza. For over 40 years, UNRWA has carried out this mandate with distinction, providing services to a population now estimated at three million. The United States has a long record of strong support for the work of UNRWA, to which it is the principal donor. Each year, the Special Political and Decolonization Committee considers draft resolutions related to the activities of UNRWA, most of which include political language prejudicial to a negotiated outcome of the Middle East peace process and not directly relevant to the humanitarian and development mission of UNRWA.

**General Assembly Consideration.** During Committee debate, seven draft resolutions similar to those adopted in pre-



vious years were tabled by various sponsors. These resolutions were approved by the Committee on November 30, and were referred to plenary where they were adopted December 9. There were three fewer resolutions than in 1993, and the United States made some progress in its efforts to eliminate and moderate some of the outdated language and text which did not relate to UNRWA's work. Moreover, no language deploring or condemning Israel was proposed at any stage of the negotiations on these resolutions, a marked improvement over 1993. The United States continued to oppose several resolutions that prejudged the outcome of the Middle East peace process negotiations, where the parties have agreed to address the refugee question.

The United States reaffirmed its strong support for UNRWA during the Committee's debate and welcomed UNRWA's efforts to facilitate implementation of peace process agreements. The United States also welcomed continued efforts by UNRWA to adapt to or meet the changing needs of the Palestinian refugee community throughout the region, and noted UNRWA's initial plans to prepare for the eventual handover of installations, services and programs to the Palestinians in the West Bank and Gaza Strip.

The United States was able to support two of the seven resolutions, joining consensus on text "B" on the "Working group on the financing of UNRWA," and voting yes on text "D" on "Offers by member states of grants and scholarships for higher education, including vocational training for Palestinian refugees."

In an explanation of vote, the United States reminded member states that "in the best of all possible worlds, the United States would like to vote yes on all resolutions relating to UNRWA's good works." However, the United States opposed resolutions prejudging the outcome of issues, which the parties themselves determined would be settled within the framework of the peace process negotiations, including refugees, settlements and Jerusalem. The United States also opposed those resolutions that continued to dwell on alleged



violations by one party to the negotiations while ignoring the progress that has taken place. The United States urged the General Assembly to focus on efforts to support UNRWA's task of improving the lives of Palestinian refugees while avoiding complicating or prejudging the peace process negotiations.

The traditional resolution on "Assistance to Palestine refugees" (Resolution 49/35 A) endorsed the Secretary General's decision to transfer UNRWA Headquarters from Vienna to Gaza and requested the Secretary General to produce a detailed financial plan to present to the working group on the financing of UNRWA before the transfer takes place. The resolution's routine citation of UN General Assembly resolution 194 of 1948 precluded the United States from supporting this resolution. Resolution 194 prescribed a particular outcome with respect to the return and compensation of Palestinian refugees. The United States abstained on this resolution, stating in our explanation of vote

... a keen desire to avoid focusing on issues or statements that divide and polarize. The parties of the region differ on key aspects of the refugee issue and they will address these differences at the negotiating table. The General Assembly should encourage and support the parties as they deal with these issues.

The resolution was adopted by a vote of 164 to 0, with 2 (U.S) abstentions.

Resolution 49/35 C, "Persons displaced as a result of the June 1967 and subsequent hostilities" dealt primarily with UNRWA's humanitarian efforts in responding to the needs of this population. The resolution also expressed hope for an accelerated return of displaced persons through the mechanism agreed upon by Israel and the PLO in article XII of the Declaration of Principles on Interim Self-Government Arrangements. However, the resolution also reaffirmed the right of all persons displaced as a result of the June 1967 and subsequent hostilities to return to their homes or former places of residence in the territories occupied by Israel since 1967. With that language included, the United States could

not support this resolution since it prejudged issues to be negotiated by the parties. The resolution was adopted by a vote of 160 to 2 (U.S), with 4 abstentions.

Resolution 49/35 E, "Operations of the UN Relief and Works Agency for Palestine Refugees in the Near East," consolidated elements of three 1993 resolutions ("Palestine refugees in the Palestinian territory occupied by Israel since 1967," "Protection of Palestine Refugees" and "Protection of Palestinian students and educational institutions and safeguarding of the security of the facilities of UNRWA"). The resolution called upon "Israel, the occupying Power, to accept the *de jure* applicability of the Fourth Geneva Convention . . . and to abide scrupulously by its provisions." It also called upon Israel "to compensate UNRWA for damages to its property and facilities resulting from actions by the Israeli side." Language critical of Israel, including "condemnation" of alleged Israeli raids on UNRWA premises and calls on Israel to desist from "acts of aggression against" and to "release all arbitrarily detained Palestine refugees" was deleted in the final text. The resolution was adopted by a vote of 162 to 2 (U.S.) with 3 abstentions.

Resolution 49/35 F, "Revenues derived from Palestine refugees' properties," once again requested the Secretary General to take all appropriate steps for the protection of Arab property, assets and property rights in Israel and to establish a fund on behalf of the owners for the receipt of income derived. Language deploring Israel's refusal to cooperate in implementation of resolutions on this question was deleted in the final text. The resolution was adopted by a vote of 113 to 2 (U.S.), with 51 abstentions.

Resolution 49/35 G, "University of Jerusalem "Al-Quds" for Palestine refugees," was adopted by a vote of 161 to 2 (U.S.), with 2 abstentions. Although the United States supports practical efforts to promote higher education for Palestinians, this resolution continues to present an unrealistic approach towards reaching this end.

### ***Cooperation between the United Nations and the League of Arab States***

The UN General Assembly adopted resolution 49/14 on "Cooperation between the United Nations and the League of Arab States" by consensus. Since 1993, when the resolution dropped earlier references to other Assembly resolutions inconsistent with U.S. policies, the United States has joined the consensus in favor of this resolution.

### ***Cooperation between the United Nations and the Organization of the Islamic Conference***

The UN General Assembly adopted resolution 49/15 entitled "Cooperation between the United Nations and the Organization of the Islamic Conference" by consensus. The United States traditionally supports this resolution, which contains no contentious language. The resolution endorses a wide range of cooperative activities involving the United Nations and its specialized agencies.

### ***Iraq***

Throughout 1994, the UN Security Council continued to focus attention on Iraq's failure to comply with the series of resolutions that followed Iraq's invasion of Kuwait in August 1990. The United States led Security Council efforts to try to achieve Iraqi compliance with the requirements of Security Council resolutions 687, 688, 715 and others.

The Security Council adopted two new resolutions on Iraq during 1994. One, resolution 949, was adopted unanimously on October 15 in reaction to threatening Iraqi military moves toward the Kuwait border in October. The other, resolution 899, allowed compensation payments to be made to Iraqis displaced by the demarcation of the Iraq-Kuwait border, notwithstanding the provisions of resolution 661.

With respect to the October events and the passage of resolution 949, the United States led the Council in condemning the military movements and in putting Iraq on notice that serious repercussions would ensue if rapid withdrawal did not take place or if Iraq reinforced its military presence in south-

ern Iraq. The United States deployed a significant force to the Gulf in Operation "Vigilant Warrior," which successfully prevented Iraq from gaining political or military advantage from its provocation.

In 1994 the Security Council continued its regular reviews, at 60-day intervals, of Iraqi compliance with the requirements of resolutions 687, 688 and others. These sessions were conducted in accordance with sanctions review procedures established by resolutions 687 and 700. Each review found that Iraq had not complied with the relevant resolutions. Based on this determination, Council members agreed not to modify the existing sanctions regime.

In November Iraq accepted resolution 833 when it juridically recognized Kuwait's sovereignty and borders. The Security Council, in a statement issued after the Iraqi announcement, termed the step an important one, but only one of several required of Iraq.

The United States regards Iraq's failure to comply with resolutions of the Council as a continuing threat to the stability of the region. Throughout 1994, U.S. officials in the Security Council outlined the scope of Iraqi noncompliance, including Iraq's refusal to cooperate on weapons of mass destruction issues, failure to account for Kuwaiti detainees, failure to return stolen Kuwaiti property and continued support for terrorism. The United States actively countered Iraqi disinformation on these issues.

U.S. officials drew frequent attention to Iraq's ongoing repression of civilians and its failure to cooperate with humanitarian relief efforts in contravention of resolution 688. Iraqi actions against relief programs ranged from bureaucratic obstruction to assault, terrorism and sabotage against NGO and UN relief workers. The United States supported the UN Human Rights Commission special rapporteur's proposal for assignment of human rights monitors in Iraq. This recommendation was not implemented during the year, in part due to budgetary constraints, but primarily because Iraq continued to refuse access to monitors.



The United States, along with coalition partners Turkey, United Kingdom and France, continued to maintain Operation Provide Comfort, a combination security and humanitarian mission in northern Iraq that enforces Security Council resolution 688. Operation Provide Comfort includes enforcement of a no-fly zone north of the 36th north latitude. The United States together with the United Kingdom and France also participated in Operation Southern Watch, which continued to maintain a no-fly zone in southern Iraq, south of the 32nd north latitude. Iraqi aircraft are prohibited from these “no-fly” zones.

The United States presented evidence to other UN members on the extent of the humanitarian and ecological disasters resulting from Iraqi engineering projects and military operations in the marshes of the south. In response to claims that sanctions are responsible for the hardships of the Iraqi people, U.S. officials joined other Council members in urging that Iraq take advantage of resolutions 706 and 712, which would allow a limited sale of oil for the purpose of purchasing food and other essential civilian goods.

On December 23 the UN General Assembly adopted resolution 49/203, condemning the Iraqi government’s violation of human rights throughout the country, by a vote of 114 (U.S.) to 3, with 47 abstentions.

## **Africa**

### ***South African Policies of Apartheid***

South Africa began a new era in 1994. The General Assembly unanimously adopted resolution 48/258 on June 23 expressing its profound satisfaction at the entry into force of South Africa’s first nonracial and democratic constitution on April 27; the holding of one-person one-vote elections on April 26–29; the convening of South Africa’s new parliament on May 5; and the installation of its new President on May 10. The resolution also released South Africa from the applicability of Article 19 and restored South Africa’s voting rights in the General Assembly, which had been lost due to arrears accumulated by previous governments. The General Assem-



bly removed the item, titled "Elimination of Apartheid and Establishment of a United, Democratic and Nonracial South Africa," from the provisional agenda of its 49th session.

Prior to the South African elections, the Security Council passed resolution 894 on January 14 on the UN Observer Mission in South Africa. On February 8 the General Assembly passed resolution 48/233, without a vote, encouraging member states to respond positively to the request of the Secretary General for international observers for the elections. Following installation of the new Government of National Unity, the Security Council passed resolution 919 on May 25 terminating the mandatory arms embargo and other restrictions against South Africa. Security Council resolution 930 of June 27 terminated the UN Observer Mission in South Africa, and expressed satisfaction at South Africa's historic transition. These Security Council resolutions were all adopted unanimously.

### *Angola*

The UN Angola Verification Mission (UNAVEM II) was originally authorized in May 1991 to monitor a ceasefire between the government and UNITA and to assist in preparations for the September 1992 national election. UNITA disavowed the voting results, however, and full-scale fighting resumed. Due to the ongoing fighting, the new UNAVEM II force was unable to take to the field, despite the ongoing Lusaka negotiations. For most of 1994 it was largely confined to Lusaka, operating with a very reduced staff of fewer than 100 personnel.

Following the November 1994 signing of the Lusaka Protocol and the implementation of a ceasefire, UNAVEM II was authorized to expand to its full strength of 476 and to deploy throughout Angola. Those actions were authorized by Security Council resolution 952, adopted unanimously on October 27, with the support of the United States. By the end of 1994, approximately 150 UNAVEM II personnel were in Angola, with observers posted to half a dozen sites in order to monitor compliance with the provisions of the Lusaka accord. The UN

observers reported that the ceasefire was holding, despite a rocky start and numerous complaints by both sides of minor violations. More observers were en route to Angola, and were planning to take up monitoring missions at some 33 posts throughout the country. The final UNAVEM II mandate runs to February 8, 1995, with the anticipation that a UNAVEM III peacekeeping operation would be voted upon at that time if the ceasefire had continued to hold. No U.S. personnel served with UNAVEM II.

U.S. interests in Angola include reestablishing security and order in a country of great economic potential, where U.S. oil firms are major investors in multi-billion dollar installations. We seek to end the humanitarian crisis caused by this war. Humanitarian assistance alone costs the United States almost \$100 million a year and continued war generates ever greater needs. It is also important that we end the threat to regional stability posed by the war in Angola. A UN peacekeeping operation is vital to the accomplishment of these U.S. goals.

Implementation of the Lusaka Protocol will require a major peacekeeping operation (UNAVEM III) of about 7,000 troops for a period of approximately 2 years. The operation will replace UNAVEM II and assist in monitoring the ceasefire, demobilizing UNITA and government soldiers, and supervising the implementation of the peace accords.

### ***Burundi***

On October 25 the General Assembly adopted resolution, 49/7 endorsing a "Regional conference on assistance to refugees, returnees and displaced persons in the Great Lakes region," to be held in Bujumbura in February 1995. The General Assembly adopted resolution 49/21 C on "Special emergency assistance for the economic recovery and reconstruction of Burundi" on December 2 and decided to keep the item on the agenda for the 50th session. Both resolutions were adopted without a vote.

### ***Comorian Island of Mayotte***

As it has done each session since 1976, the General Assembly adopted a resolution reaffirming Comorian sover-

eighty over the island of Mayotte. (Resolution 49/18.) The vote, on November 28, was 87 to 2, with 38 (U.S.) abstentions. Referenda in 1974 and 1976 indicated a preference by Mayotte's population to remain part of France, rather than to join the Federal Islamic Republic of the Comoros.

### ***Liberia***

Beginning late in 1993, approximately 330 military observers to the UN Mission in Liberia (UNOMIL) were deployed to Liberia to help implement the Cotonou Accord. The Accord was signed by Liberia's warring factions in July 1993. Tanzanian and Ugandan battalions also deployed to serve as regional peacekeepers in conjunction with the Economic Community of West African States (ECOWAS) Cease-fire Monitoring Group (ECOMOG). The United States supported the Tanzanians and Ugandans through the UN Trust Fund for the Implementation of the Cotonou Accord, to which it had pledged \$19.83 million.

Despite these positive developments, early 1994 saw an upsurge in factional violence in Liberia. This prompted the leaders of these factions to meet in mid-February to discuss implementation of the Cotonou Accord. The leaders established a timetable for the Accord's implementation and discussed the composition and installation of the Executive Council of the Liberian National Transitional Government (LNTG). The UN Security Council, in a Presidential statement dated February 25, welcomed the news of this meeting and urged quick progress in naming the members of the LNTG's Executive Council. The statement also deplored the increase in factional violence and expressed concern at the delay in implementing the Cotonou Accord.

Although the LNTG Executive Council was installed March 7, installation of the remaining governmental elements, including cabinet ministers and the National Assembly, was delayed. Nevertheless, ECOMOG was able to begin disarmament and demobilization of combatants under the supervision of UNOMIL. Approximately 3,500 combatants were disarmed and demobilized by April. On April 21 the

Security Council passed resolution 911 unanimously, extending UNOMIL's mandate through October 22. In the resolution the Council expressed concern over renewed fighting, urged that disputes over cabinet portfolios be resolved to permit installation of the full LNTG, and asked the Secretary General to make two reports to the Council, by May 18 and June 30. The reports were to be on installation of the full LNTG Council of State, the LNTG's effectiveness, progress in disarmament and demobilization, and preparations for national elections.

By mid-May, the LNTG was fully installed and had begun to assume its responsibilities and functions. A May 23 Security Council Presidential statement notes this development with satisfaction. In the same statement, however, the Security Council noted its concern at reports of renewed inter- and intra-factional fighting. In its July 30 Presidential statement, the Council noted that disarmament had stalled and the LNTG had not extended its authority effectively outside the capital. The Council also pointed out that continued factional fighting was hampering disarmament and consequently preparations for national elections. It called for a meeting of the factions to discuss means of resuming disarmament and urged them to take all necessary measures to ensure the safety of ECOMOG, UNOMIL and humanitarian relief personnel. In the statement, the Council also asked the Secretary General to report on the situation in Liberia by September 2.

By late summer, disarmament had come to a virtual standstill. Ceasefire violations were common. In August new ECOWAS Chairman (and President of Ghana) Jerry Rawlings called the faction leaders to Accra to negotiate a new agreement to permit resumption of the peace process. This meeting took place as factional warfare in Liberia rapidly escalated. Three Tanzanian peacekeepers were killed in action, over a hundred thousand additional Liberians sought refuge in neighboring countries and UNOMIL observers were detained and abused by factional combatants. The Security Council issued a Presidential statement on September 13, strongly condemning the detention and mistreatment of 43 UNOMIL



observers and 6 nongovernmental organization staff. The Council asked that ECOWAS ensure that ECOMOG continue to extend protection to UNOMIL personnel. In recognition of the poor security environment, the Secretary General withdrew roughly two-thirds of UNOMIL's observer force.

As factional talks continued under President Rawlings's auspices, the Security Council renewed UNOMIL's mandate through January 13, 1995, in resolution 950, adopted unanimously on October 21, 1994. The Council also: expressed its deep concern at the breakdown in the ceasefire and the deterioration in the peace process; commended President Rawlings's efforts to achieve new agreement among the factions; commended ECOWAS for its role in the peace process; urged member states to abide by the arms embargo; and called on the factions to respect international humanitarian law.

On December 21 the factions signed the documents that are collectively referred to as the Accra Accords. The agreements modified the Cotonou Accord's structure for the LNTG Executive Council, and factional leaders committed themselves to an ambitious schedule for disarmament and demobilization in 1995, leading to installation of a democratically-elected government in January 1996.

## *Libya*

In January 1992 the UN Security Council adopted resolution 731. This resolution endorsed U.S., British and French demands that Libya surrender for trial all those indicted in the Pan Am 103 bombing; cooperate with U.S., British and French investigations of the Pan Am 103 and UTA 772 bombings; pay appropriate compensation; and cease support for terrorism.

Libya's refusal to accept the requirements of resolution 731 led to the adoption of resolution 748 in March 1992, imposing sanctions on Libya. Resolution 748 sanctions remain in force and include: a ban on air traffic into and out of Libya; worldwide restrictions on Libyan Arab Airlines offices; a ban on the provision of aircraft and related services and parts to Libya; a ban on sales to Libya of military equip-



ment and services; reductions in Libya's diplomatic presence abroad; and travel restrictions on Libyan nationals with ties to terrorism.

Resolution 883, adopted November 11, 1993, established new sanctions that included a limited freeze on Libya's overseas financial assets and an embargo on selected oil refining and oil transportation equipment. The resolution also tightened certain provisions of resolution 748, which limit civil aviation ties with Libya. These new sanctions took effect on December 1, 1993.

During 1994 the Security Council reviewed sanctions adopted against Libya in resolution 748 (1992) each 120 days, as mandated, in April, July and December. Given Libya's noncompliance with the requirements imposed by the resolutions, the Security Council agreed that sanctions should remain in effect without change. Additional sanctions imposed under Chapter VII of the UN Charter in resolution 883 remain in effect as well. The Security Council rejected proposals from the Arab League and others to change its requirements of full compliance by Libya.

The U.S. message through all 1994 Security Council deliberations on Libya was clear: the terms of the Security Council resolutions are not negotiable. In a joint statement with the British and French on August 5, Ambassador Albright reiterated that Libyan proposals that fell short of full compliance, particularly a trial for the Lockerbie suspects in a third country, were unacceptable.

The Secretary General continued his efforts to secure full Libyan compliance with all resolutions. While the Libyans have taken some cosmetic and easily reversible steps concerning terrorist training sites, they have yet to satisfy any of the requirements imposed by these Security Council resolutions.

On April 14 the Security Council adopted resolution 910 exempting a UN reconnaissance team from the flight ban provisions of resolution 748. The Secretary General sent the team to conduct a survey on the Libya/Chad border for monitoring the Libyan withdrawal from the Aouzou Strip. On April 27

the Secretary General issued a report (S/1994/512) recommending the establishment of an observer mission for the Chad/Libya border. In resolution 915, adopted May 4, the Security Council established the UN Aouzou Strip Observer Group (UNASOG) to deploy nine observers and six support staff to observe Libya's withdrawal. Chad and Libya signed a joint declaration on May 30 stating that the withdrawal of Libyan forces from the Aouzou Strip had been effected to the satisfaction of both parties and UNASOG was terminated on June 13 (Resolution 926), on time and under budget.

### *Mozambique*

The peacekeeping operation in Mozambique was successfully completed in December 1994 with the installation of a freely elected national government. Troop withdrawal was scheduled to be completed by January 31, 1995.

The UN Operation in Mozambique (ONUMOZ) was established in December 1992 to assist in the implementation of the peace agreement between the government of Mozambique and the opposition group RENAMO. The operation was tasked with monitoring the ceasefire and demobilization, and providing security for humanitarian assistance. Although elections were held a year later than originally scheduled due to delays in demobilization, formation of a new national army and political maneuvering by the two sides, the presence of ONUMOZ bolstered security and confidence as the terms of the peace accords were implemented and national elections were carried out. This operation consistently contributed to the restoration of peace, and made possible the holding of elections in October 1994 that the United Nations declared to have been free and fair. RENAMO was persuaded to abandon its last-minute threat to boycott the election, and close to 90 percent of eligible voters turned out to the polls. So far, both sides appear to be accepting the results of that vote.

The mandate of ONUMOZ ended with the installation of the newly-elected national government in December 1994. That final mandate had been set by Security Council resolution 957, adopted unanimously on November 15, with the

support of the United States. At its height, ONUMOZ had deployed some 6,500 peacekeepers, including 3 Americans.

U.S. interests in Mozambique have focused on restoring order and stability to a country that borders on several of the most strategically and economically important nations in southern Africa. We also sought to end the humanitarian crisis caused by one of Africa's longest-running civil wars. Longer-term goals include the reestablishment of commercial and transportation functions which are of great importance to the economic health of the region.

Failure of the United Nations to provide the services of a peacekeeping operation in Mozambique would have increased the likelihood of renewed violence in that country. Return to civil war would have endangered regional peace and development prospects. While the danger of Mozambique falling back into war has not yet passed, ONUMOZ made vital contributions toward giving Mozambicans this chance for a durable peace.

### ***Rwanda***

The United Nations met and adopted a number of resolutions concerning the crisis in Rwanda in 1994. The year began with hope, when on January 6 the Security Council unanimously adopted resolution 893 reaffirming the establishment of the UN Assistance Mission in Rwanda (UNAMIR) and urging Rwandan parties to comply with the Arusha Peace Accord. By February 17, in a Presidential statement, the Security Council expressed its concern at delays in establishing the broad-based transitional government agreed to in the Arusha Accord. The Council also expressed concern at the deterioration in the security situation in Rwanda. On April 5 the Security Council unanimously extended UNAMIR's mandate in resolution 909, but expressed regrets at the delay in implementing the Arusha Peace Agreement. The delay proved fatal.

On April 6 President Juvenal Habyarimana of Rwanda and President Cyprien Ntaryamira of Burundi were killed when their plane crashed near Kigali Airport. This disaster triggered execution of a planned genocide against Tutsis carried out by

Hutu extremists. Within hours, the Presidential Guard set up barricades in Kigali and went to the homes of moderate Hutus, including the Prime Minister, the President of the Supreme Court, and moderate opposition leaders, and murdered them and their families. When 10 Belgian UNAMIR soldiers tried to protect the Prime Minister, they were killed. Hutu militias set up roadblocks in Kigali and began the genocide against Tutsis. On April 7 the Security Council condemned these murders in a Presidential statement.

The Belgian Permanent Representative to the United Nations addressed a letter to the President of the Security Council on April 13 calling for suspension of activities of UNAMIR forces. Belgian forces left Rwanda. On April 20 the Secretary General recommended either reinforcing UNAMIR and giving it a Chapter VII mandate, or pulling out most UNAMIR troops. In resolution 912 of April 21 the Security Council voted unanimously to evacuate all but 270 of the remaining 1,705 UNAMIR troops.

On April 29 the Secretary General reported to the Security Council that as many as 200,000 people had been murdered in Rwanda in 3 weeks, and UNAMIR's mandate did not enable it to bring the massacres under control. He asked the Council to consider what forceful action it could take to end the massacres. The Security Council unanimously adopted resolution 918 on May 17, expanding UNAMIR's mandate "to contribute to the security and protection of displaced persons, refugees and civilians at risk in Rwanda, including the establishment and maintenance, where feasible, of secure humanitarian areas," and authorizing a force level of 5,500 troops. Acting under Chapter VII, the Security Council also imposed an arms embargo on Rwanda. In resolution 925, unanimously adopted on June 8, the Security Council extended the UNAMIR mandate for 6 months, and noted with the gravest concern reports that acts of genocide had occurred in Rwanda. Resolution 928 of June 20 was adopted unanimously. It extended the mandate of the UN Observer Mission for Uganda-Rwanda (UNOMUR) for 3 months, with its man-



date to monitor the Uganda-Rwanda border area, under the same commander as UNAMIR.

On June 22, in resolution 929, the Security Council acted under Chapter VII to authorize member states to conduct a multinational humanitarian intervention in Rwanda for 2 months. The vote was 10 (U.S.) to 0, with 5 abstentions. "Operation Turquoise" was led by 2,300 French and Senegalese troops and established a "safe zone" in southwestern Rwanda for internally displaced persons. By the first of August, 500 UNAMIR troops were deployed in the rest of Rwanda.

The effort legally to address the Rwandan genocide began in the UN Human Rights Commission, which appointed a special rapporteur pursuant to resolution S-3/1 of May 25. The High Commissioner for Human Rights and the UN Human Rights Center started a program to place human rights observers in Rwanda. The Secretary General appointed Shaharyar Khan as his special representative to Rwanda with his duties commencing on July 1. The Security Council unanimously adopted resolution 935 on July 1, requesting the Secretary General to establish a Commission of Experts to investigate evidence of grave violations of international humanitarian law, including acts of genocide, in Rwanda. The Commission of Experts submitted an interim report on October 1 and a final report on November 30. The Commission concluded that genocide against Tutsis, crimes against humanity, and violations of Geneva Conventions Common Article 3 and Optional Protocol II had been committed in Rwanda. It recommended establishment of an international tribunal to address these crimes. On November 8, in resolution 955, the Security Council established the International Tribunal for Rwanda. The vote was 13 (U.S.) to 1, with 1 abstention. Rwanda voted against the resolution. The United States led the effort to create the international tribunal, which has a Chief Prosecutor and Appellate Chamber in common with the International Criminal Tribunal for the former Yugoslavia.

On November 30, in resolution 965, the Security Council voted unanimously to extend the mandate of UNAMIR to

June 9, 1995, and expanded its mandate to contribute to the security of personnel of the International Tribunal and human rights officers, and to assist in the establishment and training of a new, integrated national police force. By the end of 1994, UNAMIR was fully deployed with 5,500 troops.

In the General Assembly, resolution 48/248 was adopted on May 11, without a vote, authorizing financing of UNAMIR. Rwanda was also the focus of two General Assembly resolutions responding to the humanitarian crisis created by the two million Rwandese who fled into Zaire and Tanzania to escape the civil war. Resolution 49/23 urged member states to provide emergency assistance to refugees, and resolution 49/24 urged assistance to countries receiving the refugees. Both were adopted without a vote.

### ***Somalia***

The UN Operation in Somalia (UNOSOM) was established under UN Security Council resolution 751 of April 24, 1992, with a mandate to monitor a ceasefire in Mogadishu and to provide security for humanitarian assistance personnel. The continuing deterioration of the security situation led the United Nations, in Security Council resolution 794 of December 3, 1992, to authorize a U.S.-organized and -led international intervention to create a secure environment for the delivery of humanitarian assistance. This operation was known as the Unified Task Force (UNITAF). UNOSOM II was established under Security Council resolution 814 of March 26, 1993, to take over from UNITAF with the objectives of promoting national reconciliation, assisting Somalis in reestablishing their political institutions and economy, providing humanitarian assistance and assisting in the repatriation of refugees.

Both the U.S.-led intervention, UNITAF, and its successor, UNOSOM II, were largely successful in eradicating widespread famine in Somalia. However, the major factions showed little inclination to resolve their political differences and achieve national political reconciliation. The failure of the Somalis to take full advantage of the numerous opportuni-

ties to resolve their political problems during the presence of UNOSOM II, the deteriorating security environment, and the costs in lives and resources led the Security Council to its decision to terminate UNOSOM II's mandate.

On November 4 the Security Council adopted resolution 954 by a vote of 15 to 0. This resolution, which was supported by the United States, authorized a final extension of UNOSOM II's mandate to March 31, 1995. The resolution calls for a safe and orderly withdrawal of all UNOSOM II military forces and assets as soon as possible (with an expected completion date within 60–120 days of the enactment of the resolution). It authorizes the special representative to the Secretary General to continue political reconciliation efforts throughout the duration of the mandate, and recognizes the United Nations would remain politically involved in Somalia even after the peacekeeping operation ended.

On December 16 President Clinton approved the use of U.S. forces for a limited period of time to serve as part of a final rear guard unit for the withdrawal of UNOSOM II forces. He did this at the request of UN Secretary General Boutros-Ghali, the UNOSOM II Force Commander and various troop contributing countries who participated in UNOSOM II. A Combined Task Force (CTF) consisting of forces from the United States, the United Kingdom, Italy, France, Malaysia and Pakistan will be commanded by a U.S. Marine Lieutenant General and will support the withdrawal of the remaining UNOSOM military forces (from Pakistan and Bangladesh).

Since November 1994 no progress has been made among the various factions in Mogadishu in resolving their differences and establishing a national government. Two of the major factional leaders, Ali Mahdi and General Mohammad Farah Aideed, have convened separate inter-factional conferences aimed at producing a national government. These conferences have not produced any results. On again-off again discussions between the representatives of these factions and those allied with both Aideed and Ali Mahdi have failed to resolve a wide variety of outstanding issues or to address sig-

nificant areas of disagreement. By year's end, discussions between the major factions in Mogadishu appeared to have ended and the political reconciliation process was stalled. The various factions and groupings in Mogadishu appeared to be focused on seizing control of key assets such as the airport and harbor after UNOSOM departs. Periodic, intense intra-clan fighting was occurring again in Mogadishu. There were slim prospects for major progress toward political reconciliation in the near future.

Generally, the food situation is much better, with the exception of Mogadishu. The return of secure conditions to the countryside "has permitted a dramatic improvement in the food situation." This greatly minimizes the chance of a renewed food emergency. However, approximately one million Somalis are still dependent upon external food aid. For calendar year 1995, the food deficit is projected at 123,500 metric tons (MT). The United States expects to provide around 28,000 MT of food commodities and is working with the UN World Food Program (WFP) to find ways to cover the anticipated shortfall of 70,000 MT. Currently, 7,500 MT of food commodities valued at \$5.4 million have been provided by the United States to the WFP and are en route to Somalia. For FY 1995, the United States expects to provide around \$31 million in food aid and humanitarian assistance programs for Somalia. US. AID programs will continue after UNOSOM's departure in all areas where it is possible for work to go forward.

The United States withdrew all combat forces from UNOSOM by March 31, 1994. In mid-September 1994, the United States ended its permanent diplomatic presence in Mogadishu. The Somalia Liaison Office was relocated to Nairobi, from where U.S. diplomatic personnel make periodic visits to Somalia.

### ***Western Sahara***

Security Council resolution 907, adopted unanimously on March 29, supported the Secretary General's proposals regarding the need to accelerate progress in the identification



and registration of potential voters and the overall settlement plan. The resolution also called for adjustments to the strength of the UN Mission for the Referendum in Western Sahara (MINURSO) to enable it to carry out its mission.

By the end of August, the identification and registration process had begun and continued until the end of the year. After his late November visit to the region, the Secretary General recommended a substantial increase in MINURSO personnel to enable the referendum to take place by the end of October 1995.

At the end of the year, the Security Council was on the verge of passing a resolution which would approve the Secretary General's proposals, require measurable progress throughout the year and place MINURSO under a renewable mandate. The Secretary General had requested an additional \$18 million for the period January–August 1995 to accomplish the increase in MINURSO's mission.

There are at present 29 American citizens, all military personnel, assigned to MINURSO. The United States had contributed \$43.4 million of the approximately \$143 million for MINURSO approved by the United Nations by the end of 1993. By the end of 1994 the original funding had been fully spent requiring a new authorization, which was expected to be approved by the new resolution.

One resolution and a decision concerning Western Sahara were adopted in the General Assembly in 1994. Resolution 49/44, adopted without a vote on December 9, called for a free, fair and impartial referendum for the people of Western Sahara, and expressed hope that direct talks between the two parties will resume. Decision 49/466 on the financing of the UN Mission for the Referendum in Western Sahara was adopted, without a vote, on December 23,.

### ***Cooperation between the United Nations and the Organization of African Unity***

As it does each year, the General Assembly adopted a resolution calling for cooperation between the OAU and the

United Nations. (Resolution 49/64.) The resolution was adopted without a vote on December 15.

## **Western Hemisphere**

### ***El Salvador***

Throughout 1994 the UN Observer Mission in El Salvador (ONUSAL) continued active efforts to monitor and encourage compliance with the provisions of the 1992 peace accords between the Government of El Salvador and the FMLN guerilla movement. Under the terms of a May 1993 Security Council resolution, ONUSAL's mandate was expanded to include monitoring the March (municipal) and April (presidential) 1994 national elections. A major objective was to assure fair and fully participatory elections, free from violence—this was largely achieved. For the Presidential election, ONUSAL monitored proceedings on election day, April 24, by posting 900 observers to cover all polling centers in the country. ONUSAL monitored the polling stations until the first vote count was completed, and continued to observe the vote counting process in the Supreme Electoral Tribunal.

Newly elected President Armando Calderon Sol and his FMLN/CD opponent Ruben Zamora set a strongly positive tone with post-election statements focusing on cooperation and reconciliation. They also committed themselves to a thorough reform of the electoral system. Calderon Sol committed himself to full implementation of the peace accords.

The major unfinished business of the peace accords in the 1994 post-election period was the deployment of the National Civilian Police, land transfers and judicial reform. On May 26 the Security Council voted unanimously to extend the mandate of ONUSAL until November 30, 1994. (Resolution 920.) The United States supported this extension, noting the "absolutely essential" role of ONUSAL in the Salvadoran peace process, and the need for full deployment of the National Civilian Police, for completion of the land transfer program for assistance to ex-combatants and for fulfillment of the recommendations of the Commission on the Truth.

The Secretary General's reports of August 26 and October 31 noted substantial progress in the demobilization of the National Police and in other areas. Neither that demobilization nor the deployment of the new National Civilian Police had been completed as ONUSAL's November 30 mandate expiration date approached. On November 23 the Council agreed to a final 5-month extension of ONUSAL's mandate to assure a successful conclusion of its essential tasks. In resolution 961, the Council requested that the Secretary General report by March 31, 1995, on the fulfillment and completion of the ONUSAL mandate, and on the modalities for its withdrawal, to be completed by April 30, 1995. In supporting the resolution, the United States observed that "the peace process in El Salvador has shown the United Nations at its best: as dynamic negotiator, innovative organizer and effective peace-keeper."

### *Guatemala*

After serving as an official observer to the peace process for more than 2 years, the UN role in Guatemala dramatically increased in January 1994. On January 10 a framework accord was signed restarting the talks, interrupted since the May 1993 attempted coup, placing the United Nations at the center of the negotiating process as "moderator" of the talks between the Government of Guatemala and the Unidad Revolucionaria Nacional Guatemalteca, an umbrella guerrilla organization. After an informal existence under former President Serrano, the UN "friends" support group, comprising Colombia, Mexico, Norway, Spain, United States and Venezuela, was formally established with the blessing of the United Nations to encourage progress in the talks.

Following the resumption of the negotiating process on March 29, 1994, the parties signed a Comprehensive Agreement on Human Rights, in which they asked the Secretary General to establish a mission for the verification of human rights and of compliance with commitments under the agreement. In the agreement, the parties requested that, in verifying human rights, the UN Mission should receive, consider and follow up on complaints of possible human rights violations,

establish whether the competent national institutions had carried out autonomous and effective investigations in accordance with Guatemalan and international norms and determine whether a violation had occurred.

In response to the parties' request, the Secretary General sent a preliminary mission to Guatemala and Mexico April 24–May 7 to assess the requirements for the establishment of a mission. Among its findings was the fact that conditions existed for a human rights verification mission to begin even prior to a ceasefire. This was in accord with the March 29 agreement which called for immediate international verification. In August the Secretary General recommended that the General Assembly authorize such a mission.

On September 19 the General Assembly decided to establish the UN Mission in Guatemala (MINUGUA) for an initial period of 6 months, and asked the Secretary General to keep it informed of implementation of this decision. A director was appointed and a technical advance team was dispatched to Guatemala on the following day. The team drafted a handbook on methods for human rights verification and established contact with the government, nongovernmental organizations and other sectors of Guatemalan society. It also organized training seminars for incoming members of the mission. By November 21 the United Nations and the Government of Guatemala had reached agreement on the status of MINUGUA. The technical advance team concluded its work, and MINUGUA officially opened its doors on November 21. By year end it had opened four regional offices, and had plans to establish nine more in early 1995. MINUGUA has established working arrangements with both parties for the regular discussion of issues related to their compliance with their agreements.

## ***Haiti***

Due to steadily eroding conditions in Haiti, and hardening of positions by the parties, it had become clear by May that UN sanctions on Haiti must be broadened. On May 6 the Council unanimously adopted resolution 917, which imposed



a ban on nonscheduled international air travel, targeted sanctions, including the freezing of funds, against members of the Haitian armed forces and their families, and broadened the UN mandatory embargo to include all commodities (with certain humanitarian exceptions) covered by the embargo recommended by the Organization of American States. This resolution set conditions for the lifting of the mandatory embargo, which included: retirement of the commander-in-chief of the Haitian armed forces; resignation or departure from Haiti of the chief of police of Port-au-Prince and chief of staff of the Haitian Armed Forces; adoption of legislative actions called for in the Governors Island Agreement, as well as the creation of an environment in which free and fair legislative elections could be organized; creation by the authorities of the proper environment for the deployment of the UN Mission in Haiti (UNMIH); and the return in the shortest possible time of the democratically-elected president of Haiti.

Though the group of member states constituting the "Friends of Haiti" (United States, Argentina, Canada, Venezuela and France) continued their high-level consultations with the Haitian parties, the military authorities in Haiti continued to defy the will of the international community. The authorities' actions culminated in the appointment of a third *de facto* government in June, and the expulsion of the joint UN/Organization of American States International Civilian Mission (ICM) on July 11.

Prior to that expulsion the Council on June 30 unanimously adopted resolution 933, which extended the mandate of UNMIH through the end of July. It also requested that the Secretary General report by July 15 with specific recommendations as to the strength, composition, cost and duration of UNMIH, appropriate to its expansion and deployment.

In that report, the Secretary General put forward three possible options on Haiti for Security Council consideration. Under all options, a force would establish a secure and stable environment to allow for the implementation of the Governors Island accords, and for assisting the legitimately-elected government of Haiti in maintaining that environment—all of

those tasks ultimately to be carried out by the Multinational Force (MNF) and by UNMIH. The first option was an expanded UNMIH; the second was a coalition of states to carry out those tasks; and the third (which was chosen) of a "hybrid" of a multinational force followed by UNMIH. The Secretary General warned in his report that "the assembly, equipment and deployment of . . . option one (was) beyond the present capability" of the United Nations.

On July 31, in light of these recommendations, and of the continued intransigence of the *de facto* authorities in Haiti, the Council decided to authorize member states, acting under Chapter VII of the UN Charter, to form a multinational force to use all necessary means to facilitate the departure from Haiti of the military leadership. (Resolution 940.) It also called for the prompt return of the legitimately-elected president, the restoration of the legitimate authorities of the Government of Haiti and the establishment and maintenance of a secure and stable environment that would permit implementation of the Governors Island Agreement. This was on the understanding that the cost of implementing this temporary operation would be borne by the participating member states. Resolution 940 was adopted by a vote of 12 (U.S.) to 0, with 2 abstentions.

The transition from the MNF to UNMIH is an important benchmark in the implementation of Security Council resolution 940. The MNF, authorized to use "all necessary means," was to restore Haiti's legitimate government and establish a secure and stable environment. With the establishment of a secure and stable environment, the MNF would then transfer responsibility to UNMIH. A secure environment was established in Haiti soon after the arrival of the MNF on September 19. President Aristide returned to Haiti on October 15. The director of the International Civilian Mission returned to Haiti immediately after the deployment of the Multinational Force. The rest of those observers who had been expelled in July by the *de facto* government returned shortly after President Aristide

returned to Haiti. This included all of the ICM observers who had remained on call since their expulsion.

By year's end the MNF commander was preparing to report to the UN Security Council in early 1995 that the situation in Haiti was both secure and stable. The MNF had met objectives established in resolution 940: departure from Haiti of the military leadership, prompt return of the legitimately-elected president, restoration of the legitimate authorities of the Government of Haiti and the establishment of a secure and stable environment.

The Council adopted three additional resolutions on Haiti in 1994. Shortly after the deployment of the MNF, the Council decided, in resolution 944, to terminate the embargo as of the date of President Aristide's return. It was adopted on September 29 in a vote of 13 (U.S.) to 0, with 2 abstentions. Advance elements of UNMIH went to Haiti when the MNF deployed, initially as observers, and later to ensure planning for a smooth transition to the eventual transition. The Council adopted on October 15, the date of President Aristide's return to Haiti, resolution 948 expressing full support for democratic efforts to restore Haiti to the community of nations. It was adopted 14 (U.S.) to 0, with 1 abstention. On November 29, in resolution 964, the Council decided to increase the size of the UNMIH advance team to better prepare for a transition in 1995. This resolution was adopted 13 (U.S.) to 0, with 2 abstentions.

### ***U.S. Embargo of Cuba***

For the third consecutive year, Cuba introduced a General Assembly resolution condemning the alleged extraterritorial effects of the U.S. trade embargo against Cuba. The resolution was adopted by a vote of 101 to 2 (U.S.), with 48 abstentions. Only Israel joined the United States in opposing the resolution. (Resolution 49/9.)

The resolution reiterates the General Assembly's "call to all states to refrain from promulgating and applying laws and measures . . . whose extraterritorial effects affect the sovereignty of other states."

Since the passage of the Cuba Democracy Act in 1992, Cuba has been able to exploit widespread opposition by many U.S. allies to features of the embargo that they view as impermissible extraterritorial application of U.S. law.

In explanation of the U.S. vote against the resolution, the U.S. Ambassador to the Economic and Social Council said:

We have made it clear, on many occasions, that reviewing our embargo depends upon whether the Cuban regime moves toward democracy and observes international norms regarding human rights; our response will be calibrated to reforms in Cuba. The human rights situation in Cuba remains grim; it has not improved. . . . If anything, the situation has worsened in recent months as the government cracked down on dissidents and human rights activists following a major expression of anti-government feeling in Havana in August. . . . Therefore, the United States maintains the embargo in order to keep pressure on the Castro regime to establish freedom and democracy, because the American people oppose the repression of our Cuban friends by a dictatorial regime, the last in this hemisphere.

## **Other Areas**

### ***Afghanistan***

The Secretary General established a UN Special Mission in Afghanistan headed by former Tunisian Foreign Minister Mahmoud Mestiri. The United States, in the Friends of Afghanistan group and elsewhere, had supported and pressed for the creation of the special mission, which began its work in March. In three rounds of activity in the region, the Mestiri mission: canvassed Afghans and neighboring states on how the United Nations could help Afghans resolve their conflict; sought to bring representatives of the warring factions together in Islamabad to forge a peace process; and convened a group of Afghan notables in Quetta to advise the United Nations on a general framework for peace. By year's end, Mestiri had secured agreement in principle from major Afghan leaders on this framework.

The Security Council issued four Presidential statements on Afghanistan in 1994, which: called for a ceasefire; con-



demned a food blockade of Kabul; called on Afghan factions to support the Mestiri process; and reiterated support for the Mestiri mission, while urging outside states to cut assistance to belligerents. The General Assembly, in plenary on December 20, adopted, without a vote, a resolution (tied to a Second Committee initiative on humanitarian and disaster relief) that reiterated support for the Mestiri mission and its plan to set up an authoritative Afghan council to: institute a ceasefire and set up a national police force, leading to establishment of a fully representative government; and called for a halt to weapons shipments and other support for the country's warring factions. (Resolution 49/140.)

### *Antarctica*

The 49th General Assembly's consideration of Antarctica was noteworthy in that, for the first time in 8 years, a resolution was adopted with the participation of all the Antarctic Treaty Consultative Parties (ATCPs). Recent years had seen an unfortunate polarization of views on the issue, with a number of non-Antarctica Treaty members pressing for fundamental changes in the Antarctica Treaty system, and Treaty parties rejecting the alleged need for significant changes in the system. The parties made known at the 40th General Assembly that they would suspend their cooperation with the United Nations on Antarctica matters until consensus could again be achieved.

This occurred on December 15, 1994, when the General Assembly, with the participation of all the ATCPs, adopted resolution 49/80 by consensus. The resolution recognizes that the Antarctic Treaty is in furtherance of the purposes and principles of the UN Charter. It welcomes the Protocol on Environmental Protection's designation of Antarctica as a "natural reserve devoted to peace and science," its environmental protection procedures, and its prohibition of mineral resource activities. The resolution calls on the ATCPs to invite the Executive Director of the UN Environment Program (UNEP) to Antarctic Treaty Consultative Meetings, as had been their practice, rather than the UN Secretary General, as called for in previous resolutions. The resolution urges "all

countries whose nationals undertake activities in Antarctica to ensure that all such activities are carried out in a manner consistent with the principles of the Madrid protocol." Finally, the resolution calls for the UN General Assembly to take up the "Question of Antarctica" on its agenda at its 51st session in 1996, rather than annually as had been its practice.

## *Cyprus*

Throughout 1994 the United States fully supported the United Nations in its efforts to achieve the means for a negotiated settlement between the Greek Cypriots and the Turkish Cypriots. The U.S. Special Cyprus Coordinator consulted with the two parties and with European capitals on confidence-building measures (CBMs). He met with them before the UN Deputy Special Representative presented such measures to the Security Council, and after they were unanimously adopted in resolution 902 on March 11.

In his report of May 30, the Secretary General noted the reluctance of the two parties to accept the fair and reasonable CBMs, and suggested that either the UN Peacekeeping Force in Cyprus (UNFICYP) be withdrawn for lack of political will for a negotiated settlement, or that it continue under any of four other options, which the Security Council should decide on. By June 15 there was acceptance of the CBMs, and the Security Council unanimously extended UNFICYP until December 31, 1994. (Resolution 927.) Both the Department of State and the U.S. Permanent Representative to the United Nations made clear to the Cypriot Government that the CBMs were just a step towards a broader solution to reunite the island.

In July the United States sought a Security Council resolution which would emphasize the continued importance of the CBMs and urge both parties to proceed with their implementation. The result was the unanimous adoption of resolution 939 of July 29, which maintained there must be a settlement based on a state with a single sovereignty and comprising two equal communities, with no union in whole or in part with any other country.

There was little progress toward implementation of the CBMs for the balance of the year. The Permanent Five members of the Security Council remained actively engaged in seeking ways for talks to begin, but both sides set preconditions. In late October, Greek-Cypriot leader Glacos Clerides and Turkish-Cypriot leader Rauf Denktash had five face-to-face meetings in Nicosia under the auspices of the United Nations, with no agreements reached.

On December 12 the Secretary General issued his report on UNFICYP, stating that it had carried out its functions effectively and under the circumstances its presence remained indispensable. He regretted, however, that there was only a ceasefire in Cyprus, and not a peace, and that there was an excessive level of armaments and forces throughout the island. He called for a reduction in defense spending and in the number of foreign troops on the island. Resolution 969, adopted unanimously on December 21, extended UNFICYP a further 6 months, endorsed the Secretary General's concerns, and noted that no progress toward a final political solution had been made during the previous 6 months.

### *Georgia*

In May the Government of Georgia and Abkhaz separatists signed a ceasefire agreement. The agreement provided for a Russian CIS peacekeeping force to implement the ceasefire. On July 21 the Security Council unanimously passed resolution 937, which expanded the previously-existing UN Observer Mission in Georgia (UNOMIG) to 136 observers. It charged the observers with monitoring the implementation of the May 1994 agreement and observing the Russian CIS peacekeeping force, and also extended UNOMIG's mandate to January 13, 1995. Four U.S. military observers participate in UNOMIG.

For the most part, the parties abided by the ceasefire in 1994. Georgian and Abkhaz representatives continued to meet under the auspices of the UN Secretary General's special representative. Russia participated as a facilitator, and the Organization for Security and Cooperation in Europe was an

observer. Although principles of a federation agreement were discussed, political talks have bogged down and were at a standstill by the end of 1994. In November the Abkhaz unilaterally declared their independence, a move which was not recognized by any other country and was condemned by the Security Council in a Presidential statement as counter-productive to a political resolution consistent with Georgian sovereignty and territorial integrity.

Abkhaz authorities refused to allow the return of thousands of internally displaced Georgians, and the UNHCR program to facilitate that return halted by late 1994. The Quadripartite Agreement concerning the return of IDP's was inactive for most of the year.

### *Democratic People's Republic of Korea*

The Security Council began consideration of the nuclear issue on the Korean peninsula in 1993, in response to the Democratic People's Republic of Korea notification in March 1993 of its intention to withdraw from the Nuclear Non-Proliferation Treaty (NPT) and a report from the IAEA that the country was in noncompliance under the IAEA-Democratic People's Republic of Korea safeguards agreement. Although the Democratic People's Republic of Korea subsequently suspended implementation of its withdrawal from the NPT, the IAEA reported continued noncompliance of the safeguards agreement on March 22. The Security Council on March 31 issued a Presidential statement calling on the Democratic People's Republic of Korea to cooperate with the IAEA. A subsequent Council Presidential statement on May 30 expressed concern about the Democratic People's Republic of Korea's actions in discharging fuel from a nuclear reactor and urged the country to preserve the possibility of fuel measurements in accordance with IAEA requirements. Following the signing of the U.S.-Democratic People's Republic of Korea Agreed Framework on October 21, regarding an overall solution of the nuclear issue on the Korean peninsula, the Security Council on November 4 issued a Presidential statement expressing support for that Framework and the IAEA role in implementing it.



### ***Nagorno Karabakh***

On May 12 Azerbaijan and the Armenians of the region of Nagorno Karabakh within Azerbaijan agreed to a ceasefire in their long-standing conflict. The defense ministers of Azerbaijan and Armenia, and the Nagorno Karabakh Armenian army commander formalized a limited ceasefire agreement in July, and an indefinite extension in September.

At the Budapest Summit of the Conference on Security and Cooperation in Europe (CSCE; now called the Organization on Security and Cooperation in Europe, or OSCE), it was agreed that the OSCE would provide a multinational peace-keeping force in Nagorno Karabakh following the parties' acceptance of a peace plan. At the end of the year, an OSCE military advisory group was planning details for this multinational force.

The United Nations took no formal action with regard to Nagorno Karabakh in 1994. The United States indicated its agreement, in principle, to an expression of support from the Security Council for an OSCE peacekeeping operation in Nagorno Karabakh, if the parties should agree on a peace plan. At the end of 1994, however, that condition did not exist.

### ***Tajikistan***

During 1994 the civil war in Tajikistan between the forces of the Government of Tajikistan and the Tajik opposition continued, but at a relatively low and sporadic level. A peace-keeping force from the Commonwealth of Independent States (CIS) guarded important infrastructure facilities and assisted in the delivery of humanitarian aid. Russian and CIS border guards also patrolled the Tajikistan/Afghanistan border.

In September 1994 the government and the opposition signed a ceasefire agreement. With the support of the Security Council, the Secretary General authorized a limited expansion of the small UN presence in Tajikistan in order to facilitate the actual implementation of the ceasefire in October. On November 1 the government and opposition agreed to extend the ceasefire until February 6, 1995.

On December 16 the Security Council unanimously authorized the establishment of a full-fledged observer mission, the UN Mission of Observers in Tajikistan (UNMOT), with a maximum of 40 observers, for a period of 6 months, to monitor the ceasefire. (Resolution 968.) The Council stipulated that UNMOT would continue beyond February 6, 1995, only if the ceasefire was extended beyond that date.

### ***Former Yugoslavia***

In the Security Council, the United States worked actively with other members to promote a negotiated resolution of the conflicts in Bosnia and Herzegovina and in Croatia to assist those affected by the conflicts, and to prevent the spread of conflict to other parts of the former Yugoslavia. Security Council resolutions were adopted unanimously with strong U.S. support, except where noted otherwise.

Following a deadly mortar attack on the Sarajevo market, NATO declared an exclusion zone around Sarajevo. The Bosnian Government and the Bosnian Serbs, through the mediation of the UN Protection Force (UNPROFOR), reached a February 9 agreement on a ceasefire in and around Sarajevo and on measures to control heavy weapons in that area. On March 4 the Security Council unanimously adopted resolution 900, supporting the ceasefire and requesting the Secretary General to appoint an official to assist in restoring public services to Sarajevo.

On March 31 in resolution 908, adopted unanimously, the Council expressed support for ceasefires reached between the Bosnian Government and the Bosnian Croats, and between the Government of Croatia and local Serb authorities in Croatia, and for UNPROFOR assistance in maintaining these ceasefires. In that context, the Council expanded UNPROFOR manpower in Bosnia and extended UNPROFOR's mandate until September 30. At the same time, the resolution noted the need for progress on economic confidence-building measures in Croatia and expressed concern over the humanitarian situation in parts of Bosnia.

In April Bosnian Serb forces attacked the UN-declared safe area of Gorazde in Bosnia. The Security Council, in resolution 913 of April 22, condemned the attack and demanded that Bosnian Serb forces and their weapons be withdrawn to a safe distance from Gorazde. The resolution was adopted unanimously. The Serbs stopped their offensive after NATO declared exclusion zones around Gorazde.

On April 27, in resolution 914, the Council further expanded UNPROFOR/Bosnia's authorized manpower by a unanimous vote.

During the course of 1994, the international tribunal made progress in prosecuting those responsible for violations of international humanitarian law in the former Yugoslavia. On July 8, in resolution 936, the Council approved unanimously the appointment of Judge Richard J. Goldstone as prosecutor. In November the Tribunal announced its first indictment. At the end of the year, it was in the process of preparing further indictments. The United States continued its strong support of the Tribunal, with personnel, funding and information.

In the summer of 1994, the international Contact Group presented to the parties to the conflict in Bosnia a plan for a territorial settlement. In official statements, the Council lent the plan strong support and called on the Bosnian Serbs to reverse their rejection of the plan. In response to gradual deterioration of the situation in Bosnia, especially in Sarajevo, the Council called on the parties to stop offensive military operations and all provocative actions and, in resolution 941, adopted unanimously on September 23, condemned renewed Bosnian Serb acts of ethnic cleansing.

The United States led efforts to refine economic sanctions to pressure the Bosnian Serbs to accept the Contact Group plan. In resolution 942, adopted September 23 in a vote of 14 (U.S.) to 0, with 1 abstention, the Council tightened economic sanctions on the Bosnian Serbs. Resolution 943 was adopted on the same day in a vote of 11 (U.S.) to 2, with 2 abstentions. It suspended for 100 days some restrictions on the Federal Republic of Yugoslavia (Serbia and Montenegro) in response

to its stated commitment to halt all but limited humanitarian shipments to the Bosnian Serbs.

On September 30 the Council extended UNPROFOR's mandate for an additional 6 months, to March 31, 1995. (Resolution 947.)

In the fall of 1994, fighting in and around the safe area of Bihac escalated and the safe area came under attack. Some of the troops attacking Bihac, and some of their military support, including air attacks, crossed the Croatian border into Bosnia. The Security Council responded with resolutions 958 and 959 (November 19) which, respectively, authorized the use of air power in the parts of Croatia from which military activity had been mounted and condemned the violation of international borders.

In November the Security Council debated the arms embargo on the Bosnian Government during a formal meeting. A U.S. resolution to lift the embargo was formally circulated and is still pending.

On December 2 the Council debated a resolution that would have reaffirmed the intent of previous resolutions to ban the shipment of all but humanitarian goods from the Federal Republic of Yugoslavia (Serbia and Montenegro) through Bosnia to the Serb-controlled areas of Croatia. The Russian Federation vetoed the resolution.

## *Yemen*

The Republic of Yemen, proclaimed in 1990 following the unification of the former Yemen Arab Republic and People's Democratic Republic of Yemen, broke out in civil war in May 1994. In response to the crisis, the UN Security Council unanimously adopted resolution 924 on June 1, which called for an immediate ceasefire and urged an immediate cessation of the supply of arms to the combatants. Resolution 924 also requested the Secretary General to send a fact-finding mission to Yemen.

Late in June, the Secretary General and his special envoy reported to the Council on their discussions with Yemeni lead-



ers of both sides to the civil war and with officials of interested governments. The Council subsequently adopted resolution 931 of June 29, which reiterated calls for a ceasefire, requested the Secretary General and his special envoy to continue talks on a ceasefire and requested the Secretary General to address the serious humanitarian dimensions of the war.

In early July, following hostilities, the Secretary General received a letter from the Acting Prime Minister of the Republic of Yemen, Dr. Mohammed Said Al-Attar, in which the authorities in Sanaa committed themselves to an immediate cessation of all military activities and to engage in dialogue and national reconciliation with the defeated secessionists.

An Inter-Agency Mission led by the UN Department of Humanitarian Affairs and comprising representatives from UNDP, UNICEF, WFP, WHO and FAO visited Yemen July 21–30 to carry out field assessments. The mission was sent to ascertain the situation in the south, where much of the war-related destruction had occurred and human suffering existed. The mission produced the Consolidated Inter-Agency Appeal for persons affected by armed conflict in the southern and eastern governorates of Yemen. It requested emergency humanitarian assistance of \$21.7 million, of which \$5 million was donated. Those funds will be used for demining and rebuilding/refurbishing elementary and middle schools which were looted during and after the war. The UN Department of Humanitarian Affairs in Geneva followed up the launching of the consolidated appeal for Yemen with an information briefing for Geneva-based missions. Also, at the meeting, the representative of the International Committee for the Red Cross (ICRC) announced that the ICRC's special appeal for Yemen had been fully subscribed.

## **Other Issues**

### **Committee on the Peaceful Uses of Outer Space**

A resolution renewing the mandate of the Committee on the Peaceful Uses of Outer Space (COPUOS) and setting the

program of work for the COPUOS and its Legal (LSC) and Scientific and Technical (STSC) Subcommittees was passed during the 49th General Assembly. Resolution 49/34, "International cooperation in the peaceful uses of outer Space," was adopted without a vote. In a separate resolution (Resolution 49/33) the membership of COPUOS was expanded from 53 to 61. The vote was 165 to 1 (U.S.), with 0 abstentions. The expansion paves the way for Cuba, which has been an observer, to join the Committee. In 1994 COPUOS and the subcommittees continued their work on questions relating to international cooperation in areas such as meteorology, astronomy and astrophysics, space transportation, human space flight, planetary exploration and environmental monitoring.

There has been a growing awareness among member states of the need for further international research concerning orbital debris and its potential impact on space exploration. In this regard, the United States played a leading role in discussions in the STSC dealing with the scientific aspects of orbital debris. This marked the first time COPUOS has considered this important issue as it relates to future activities in space.

The Committee was formed in 1958 pursuant to General Assembly resolution 1348 (XIII), which was submitted by the United States and 19 other states. The resolution established the *Ad Hoc* Committee on the Peaceful Uses of Outer Space and laid the foundation for COPUOS as the only standing body of the General Assembly to consider international cooperation in the exploration of outer space.

Since that time, the Committee and its subcommittees have made significant progress in promoting international understanding of the potential uses of outer space for science and engineering, communications, transportation, meteorology, environmental monitoring and medicine. The Committee has also been responsible for the elaboration and adoption by consensus of five multilateral treaties governing space activities and two sets of nonbinding principles concerning the use of nuclear power sources in outer space and remote sensing of

the Earth from space. These treaties form the basis for international law on the use and exploration of outer space.

## **Law of the Sea**

The third UN Conference on the Law of the Sea (LOS) began in 1973 and concluded negotiations on the UN Convention on the Law of the Sea in 1982. On July 28, 1994, the General Assembly adopted resolution 48/263 in a vote of 121 (U.S.) to 7, with 7 abstentions, which opened for signature an agreement on the implementation of the convention's seabed mining provisions. On July 29 Ambassador Albright signed the agreement on behalf of the United States. The convention entered into force on November 16, 1994, and the agreement has been applied provisionally as of that date to consenting states pending its entry into force.

The agreement amends the seabed mining provisions of the convention (Part XI) to address long-standing objections of the United States and other industrialized countries, which prevented the United States from signing the convention in 1982. In doing so, the agreement substantially increases the influence of the United States and our industrial allies within the institution, which will administer the seabed mining regime, and ensures that free market principles will guide future development of the mineral resources of the deep seabed beyond national jurisdiction.

On October 7 the President transmitted the convention and agreement to the Senate for its accession and ratification. In the letter of transmittal to the Senate, the President stated that:

The United States has basic and enduring national interests in the oceans and has consistently taken the view that the full range of these interests is best protected through a widely accepted international framework governing uses of the sea. . . . As described in the report of the Secretary of State, the agreement (amending the seabed mining provisions of the convention) meets the objections of the United States and other industrialized nations previously expressed to Part XI. It promises to provide a stable and internationally recognized framework for mining to proceed in response to future demand for minerals. Early adherence by the United States to the convention and the agreement is

important to maintain a stable legal regime for all uses of the sea. . . . Maintenance of such stability is vital to U.S. national security and economic strength.

At its 49th session, the General Assembly adopted its annual Law of the Sea resolution 49/28 on December 6. The vote was adopted 130 (U.S.) to 1, with 7 abstentions. The resolution recognized the value of the convention as a comprehensive legal framework for oceans. The convention codifies and elaborates generally recognized principles of customary international law. The resolution sets in motion the steps necessary for the Secretary General to carry out the responsibilities set forth in the convention, triggered by its entry into force, and reiterates the importance of the work necessary to support the convention's implementation by member states. Full realization of the convention's many benefits will require sustained and collective efforts by states.

The United States has long been committed to the goal of a comprehensive and widely accepted treaty on the law of the sea. The successful conclusion of the implementation agreement reforming the convention's seabed mining provisions has now opened the way for universal acceptance of the convention.

## **Special Political Issues**

### **Membership**

The 49th Assembly admitted one new member—Palau—raising UN membership to 185. Palau was admitted by acclamation on December 15, with 88 delegations joining the United States in cosponsoring the resolution calling for Palau's admission. The United States praised the successful conclusion of the work of the Trusteeship Council and pledged continuing cooperation with Palau, a former UN trust territory administered by the United States.

### **Israeli Credentials**

For the second year in a row, there was no challenge to Israel's credentials for participation in the United Nations.



## **Security Council Reform**

The open-ended working group on Security Council expansion and reform (established by resolution 48/26 of 1993) met periodically throughout 1994. In September the Assembly decided that the working group should continue its work and submit a report to the Assembly before the end of its 49th session. In an October 13–14 Assembly plenary debate, 58 delegations spoke on Council expansion and reform. In working group sessions and in the plenary debate, a majority of states did not specify the size of an expanded Council, though the low-to-mid 20s was a common reference point. Many states called for the elimination of, or restrictions on, the use of the veto. Many members favored a more equitable geographic distribution of seats, particularly for developing countries, and some suggested eliminating the Charter clause prohibiting successive terms on the Council. There was widespread sentiment for increased transparency and openness, particularly concerning improved communications and briefings between the Council and Assembly.

## **International Peace and Security**

In May 1994 President Clinton, after extensive consultations with the Congress, signed a Presidential Decision Directive (PDD) on Reforming Multilateral Peace Operations. The purpose of the directive was to improve UN management and to rationalize America's own process for deciding when and how to support and participate in UN peacekeeping. Some elements of the PDD include: requiring that questions about cost, size, risk, mandate and duration be addressed—both within the U.S. Government and at the Security Council—before operations are started or extended; a proposed reduction in the share of UN peacekeeping costs assessed against the United States from the current level of 31.2 percent to 25 percent; and confirmation of the long-standing policy that the President, as Commander-in-Chief, will never relinquish to the United Nations, or to anyone else, ultimate command authority over U.S. armed forces.

UN peacekeeping reform is ongoing, and in many cases involves the United States. The UN Department of Peacekeeping Operations (DPKO) has evolved into a more fully integrated organization with improved management, planning, analytic and logistics skills and a better ability to respond rapidly to crises. Over the past year the United Nations, with U.S. assistance, substantially expanded and reorganized DPKO to better integrate most major components of peacekeeping planning and management. DPKO also established a Situation Center, as called for by the United States. To help the United Nations build critical know-how at Headquarters, member states, including the United States, have loaned military personnel to fill gaps in mission planning and elsewhere. The United Nations also sought to improve its capacity to deploy peace operations faster and to improve the direction of day-to-day field operations.

The United States led the world in addressing a serious threat to international peace and security—the global antipersonnel landmine problem. The United States maintains a unilateral moratorium on the export of antipersonnel landmines and has established a Demining Assistance Program to provide help to affected nations. In his September 1994 UN General Assembly address, President Clinton proposed the negotiation of an international control regime to restrict landmine production, export and stockpiling. The United Nations is helping to improve the effectiveness of the international demining effort by increasing public awareness of the problem, serving as a coordinating body for civilian and military mine clearance operations in any given country and providing a computer database of worldwide landmine information.

The UN demining record and plans were outlined in a September 9 report by the Secretary General (A/49/357), in a General Assembly resolution entitled “Assistance in mine clearance” (Resolution 49/215), in the “Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons which may be deemed to be Excessively Injurious or to Have Indiscriminate Effects” (Resolution 49/79), and the

“Moratorium on the Export of Antipersonnel Landmines.” (Resolution 49/75 D.) All were adopted without a vote.

On December 9 the UN General Assembly adopted a resolution, without a vote, opening for signature a new Convention on the Safety of UN and Associated Personnel. (Resolution 49/59.) The United States participated actively in the negotiations on the convention. It fills an important gap in international law and fulfills an important objective under PDD-25, which directs that the United States seek additional legal protection for U.S. peacekeepers. The United States signed the convention on December 19, 1994.

The convention creates a regime of universal jurisdiction over attacks against UN and associated personnel participating in operations under UN mandates. It also addresses issues such as the distinctive identification to be worn by military and police components of UN operations, respect for laws and regulations of the host state and transit of personnel to and from host states. The convention covers all UN operations for the purpose of maintaining or restoring international peace and security (all Security Council-mandated operations), and all other operations where the Council or the General Assembly has declared, for purposes of the convention, that there exists an exceptional risk to the safety of the personnel participating in the operation. Thus, the convention covers all UN peacekeeping operations, and all forces (including U.S. forces) associated with those operations.

Many U.S. concerns in the area of international peace and security were reflected in Security Council statements on improving the UN's capacity for peacekeeping (S/PRST/1994/22), which reflected the Secretary General's March 1994 report on the same subject (S/26450); on standby arrangements (S/PRST/1994/36); and on consultations with troop contributors (S/PRST/1994/62). All were approved by consensus. The United States also participated in General Assembly resolutions including a comprehensive review of peacekeeping (Resolution 49/37), and the “Declaration on the Enhancement of Cooperation between the United Nations and Regional Arrangements or Agencies in the Maintenance of

International Peace and Security” (Resolution 49/57), both adopted without a vote.

## **Strengthening the Role of the United Nations**

The Special Committee on the Charter of the United Nations and on the Strengthening of the Role of the Organization (Charter Committee) held its 19th session March 7–25. Established by the UN General Assembly in 1975, the Charter Committee has met annually since 1976. It considers a wide variety of proposals grouped under the general headings of maintenance of international peace and security, peaceful settlement of disputes and rationalization of UN procedures.

Both in general debate and in Sixth Committee sessions devoted to the issue of strengthening the United Nations, member states expressed widespread approval of and urged greater cooperation between the United Nations and regional organizations; offered different approaches for assistance to third states affected by sanctions; called for changing the Security Council’s composition and operations; and advocated the elimination of the so-called enemy states clauses from the Charter. On December 9 the General Assembly adopted resolution 49/58 by 155 (U.S.) to 0, with 1 abstention, taking note of the report of the Charter Committee and calling on it to continue its work and report to the 50th General Assembly.

The General Assembly on December 9 also adopted resolution 49/59, without a vote. It opens for signature and ratification the Convention on the Safety of UN and Associated Personnel. The convention corrects an important deficiency in international law by enhancing legal protections for UN peacekeepers and others associated with UN operations.

## **Fiftieth Anniversary of the United Nations**

The Preparatory Committee for the Fiftieth Anniversary of the United Nations, established in accordance with a decision of the 46th General Assembly, is responsible for considering and recommending proposals for suitable activities in connection with the observance of this event. As decided by the 48th



General Assembly, the theme of the commemoration is "We the Peoples of the United Nations. . . United for a Better World." The Committee at the 49th Assembly reported that planned activities include media displays, seminars, symposia and the issuance of commemorative stamps and coins. Special emphasis will be placed on activities for youth, including primary school seminars and convening of a youth plenary. In accordance with past Assembly decisions, funding of activities is through a voluntary trust fund, which had received substantial individual and corporate support.

Separate from but related to the work of the Committee, the Secretary General also proceeded with plans to convene a UN General Assembly Summit in October 1995, to which would be invited all heads of state of member countries to celebrate the founding of the United Nations.

## **Questions Relating to Information**

Questions relating to information are discussed at annual sessions of the UN Committee on Information (COI). The COI is a standing committee of the General Assembly mandated to oversee UN public information activities, including those of the UN Department of Public Information (DPI), and to coordinate information activities of UN specialized agencies. Each year it adopts a set of recommendations on information issues to submit to the Special Political Committee of the General Assembly. The Special Political Committee, after discussion, adopts the recommendation in its original or amended form as a resolution.

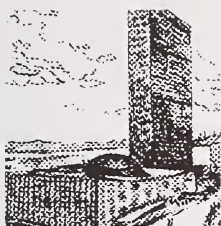
Since 1990 ideological discussions on the New World Information Order have almost disappeared in the COI. The Committee is now primarily concerned with overseeing the operations of DPI. The 1994 resolution reaffirms several ongoing reform efforts dealing with the status, organization, function and responsibilities of the DPI and its affiliated UN Information Centers (UNICs) around the world. One reform was to discontinue funding anti-apartheid publications, with some of the funds allotted to supporting the democratic system in South Africa.

The COI recommendations were adopted by the General Assembly, without a vote, in resolution 49/38 B on December 9.

### **New or Restored Democracies**

Building on the work of the Second International Conference of New or Restored Democracies, held in Managua, Nicaragua, in July 1994, and on worldwide progress in democratization, the General Assembly, on December 7, adopted resolution 49/30, without a vote, encouraging UN support for new or restored democracies. The resolution called for inclusion of a similar agenda item in the 50th General Assembly. The United States joined as a cosponsor.

## Part 2



# Disarmament and Arms Control

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## Introduction

Article 11 of the UN Charter provides that the “General Assembly may consider the general principles of cooperation in the maintenance of international peace and security, including the principles governing disarmament and the regulation of armaments.” From its early years, the United Nations was hampered in its efforts to promote arms control and disarmament by great-power disagreement. Since the end of the Cold War, many nations have reevaluated old policies and old alliances have broken up. These changes bode well for the First Committee’s future work.

However, despite a great deal of progress in this regard, some long-standing areas of disagreement persist. The United States is continuing efforts in the First Committee, Conference on Disarmament (CD) and Disarmament Commission to take full advantage of the improved post-Cold War atmosphere to meet new challenges—arms proliferation, bitter regional conflicts, and ethnic and regional challenges—which have replaced Soviet-American competition at the top of our arms control agenda.

## Disarmament Commission

As mandated by the General Assembly, the UN Disarmament Commission (UNDC) provides a subsidiary forum for deliberation on disarmament issues when the Assembly is not in session. The UNDC considers and makes recommendations on various problems in the field of disarmament, and follows up the relevant decisions and recommendations of the special sessions devoted to disarmament. During its

1990 session, the UNDC adopted a reform package (the annex to UN General Assembly resolution 44/19 C) aimed at improving its functioning. In 1994 the UNDC continued to follow the practice of consensus. The UNDC deliberated April 18–May 9.

The UNDC considered three agenda items in 1994: “The Process of Nuclear Disarmament in the Framework of International Peace and Security, With the Objective of the Elimination of Nuclear Weapons”; “The Role of Science and Technology in the Context of International Security, Disarmament and Other Related Fields”; and “International Arms Transfers, With Particular Reference to General Assembly Resolution 46/36 of 6 December 1991.” The two agenda items scheduled for completion in 1994 (nuclear disarmament and science and technology) were discussed by the participants in light of the effect the final item reports might have on the Nuclear Non-Proliferation Treaty (NPT) extension debate. As a result, delegations paid a great deal of attention to underlying concepts, and no consensus substantive reports were produced for these two items. The nuclear disarmament item was held over for a fifth year of work (the normal time is 3 years), and the science and technology item was concluded without a substantive paper after 4 years of deliberation. The arms transfer item, in its first year on the agenda, was subject to initial discussions, and work quickly began to focus on illicit transfers.

**Working Group 1 on the Process of Nuclear Disarmament in the Framework of International Peace and Security, With the Objective of the Elimination of Nuclear Weapons.** Discussion centered on the Chairman’s proposed outline “Guidelines and Recommendations for the Process of Nuclear Disarmament in the Framework of International Peace and Security With the Objective of Elimination of Nuclear Weapons.” U.S. objectives in the working group were to ensure that adequate recognition was made of the substantial progress of the United States and Russia in reducing their nuclear arsenals and to protect against outcomes that would adversely affect the NPT extension debate. There were no



appreciable changes in national positions expressed in the working group, and the chairman sought to minimize the effects that the contentious working group debate might have on the NPT extension debate. The working group accepted his proposal to carry the item over to the next UNDC session, and his paper containing the essence of the debate was not annexed to the UNDC report. This solution keeps the item on the UNDC agenda for a fifth year and preserved equities for the NPT Review and Extension Conference.

**Working Group II on the Role of Science and Technology in the Context of International Security, Disarmament and Other Related Fields.** Despite energetic efforts by the chairman, Working Group II failed to produce a consensus report as India objected to the omission of language calling for international non-proliferation regimes to be universal and nondiscriminatory. The U.S. objective in the working group of ensuring that existing export control regimes were not undermined by the group's work led the United States to a conclusion that the annexing of the chair's paper to the UNDC report would be counterproductive. This item was concluded without a consensus report and dropped off the UNDC agenda, although Canada indicated that it may wish to have the UNDC reexamine this topic at a later session. The inability to achieve a consensus report for this item reflects the wide range of national views of this extremely complicated subject.

**Working Group III on International Arms Transfers, With Particular Reference to General Assembly Resolution 46/36 of December 6, 1991.** Working Group III took up the first new UNDC agenda item since 1990. The organizational meeting for the 1994 UNDC had agreed to focus on the two items scheduled for conclusion in 1994, and to treat the arms transfer item only in a preliminary manner. As a result, the working group held a limited number of meetings. No actual debate developed, and no consensus was registered on the scope for future work. The chairman did produce a paper based largely on a comprehensive working paper from the Colombian Delegation. The chairman's paper argued that the

real focus of this item should be the problem of illicit arms traffic. The United States unsuccessfully tried to keep the focus on the broader subject of arms transfers, arguing that the subject of illicit arms transfers was a law enforcement issue rather than a disarmament issue. The working group issued a short, factual report on its work, with a revised version of the chairman's paper annexed to it with the caveat that the chairman's paper represented one element for future consideration without prejudice to the positions of any delegation.

## **Conference on Disarmament**

The Conference on Disarmament (CD) is the single, global multilateral disarmament and arms control negotiating forum of the international community. Its membership of 38 states includes all five nuclear-weapon states. Fifty other states have nonmember participant status, and 35 of these states have applied for full CD membership. The Conference is divided into three regional groups—Western Group, composed of Western allies who are members of the CD; Eastern Group, comprised largely of members of the former Warsaw Pact; and the Non-Aligned countries or G-21—and two independent countries. The CD is an autonomous organization, independent of (but supported financially by) the United Nations, and it operates strictly by consensus. It reports annually on its activities to the General Assembly, and resolutions adopted by the General Assembly often urge the Conference to consider specific disarmament matters. During 1994 the CD was in session January 25–March 31, May 16–July 1 and July 26–September 2. Intersessional meetings were also held by the Nuclear Test Ban *Ad Hoc* Committee November 28–December 16.

Three *ad hoc* committees were reestablished from the 1993 session: Negative Security Assurances, Preventing an Arms Race in Outer Space and Transparency in Armaments. A fourth *ad hoc* committee was also established—Nuclear Test Ban. The CD concentrated the bulk of its time and effort on the Comprehensive Test-Ban Treaty negotiations. Substantial work was also carried out on negative security assurances, transparency in armaments, fissile material cut-off and membership expansion. With the exception of fissile material cutoff, the U.S. Delegation succeeded in addressing

U.S. interests in issues pursued by the CD's Non-Aligned members.

## ***Ad Hoc Committees***

### ***Negative Security Assurances***

The approach of the 1995 NPT Review and Extension Conference focused considerable attention in the CD on both negative and positive security assurances. The CD has been a principal focus for discussions on security assurances since 1979, and this year security assurances were discussed in both the Negative Security Assurances (NSA) *Ad Hoc* Committee and on the margins of the CD in consultations between the five declared nuclear-weapon states (NWS)—United States, United Kingdom, France, Russia and China.

The NSA *Ad Hoc* Committee was reestablished during the 1994 CD session “to continue to negotiate with a view to reaching agreement on effective international arrangements to assure non-nuclear-weapon states against the use or threat of use of nuclear weapons.” The chairman divided the Committee’s work into three parts: general debate, informal brainstorming sessions and general wrap-up to identify points of convergence. General debate showed little new in the way of national positions, and differences between Western Group and Eastern Group views on the one hand and the Non-Aligned on the other permeated the Committee’s work in 1994 from beginning to end. Many Non-Aligned, and several U.S. allies, favored an internationally binding treaty on security assurances. The NWS successfully kept the focus in the Committee on general principles in order to avoid undermining the NWS discussions outside the Committee on harmonizing negative security assurances and adopting a common position on positive security assurances. The NWS discussions made substantial progress in these areas.

### ***Outer Space Arms Control***

The *Ad Hoc* Committee on the Prevention of an Arms Race in Outer Space was reestablished in 1994 with the same nonnegotiating mandate as in 1993 (to examine and identify issues, existing agreements and proposals relevant to the prevention of an arms race in outer space). Its time was spent in sessions led by the two friends of the chair, one on Legal and



Terminology Issues and another on Confidence-Building Measures. Committee activities during 1994 continued 1993's course of moving away from specific legal propositions for outer space negotiations and toward confidence-building measures. Although the United States took an active part in discussions, our position remains that, while we are open to discussion of measures to prevent an arms race in outer space, we believe existing agreements and regimes provide adequate security in this regard.

### ***Transparency in Armaments***

During 1994 the Transparency in Armaments (TIA) *Ad Hoc* Committee continued its examination of "the interrelated aspects and elaboration of universal and nondiscriminatory practical means to increase openness and transparency in the field of armaments." Nine working papers were tabled, with some papers elaborating further on papers from last year and others raising new topics. Among the topics discussed in the Committee were the UN Register of Conventional Arms Transfers, military holdings and procurement through national production, codes of conduct for conventional arms transfers, and regional approaches to transparency. As in the previous year, the West tabled most of these papers. Coordination among members of the Western Group was extremely good, as, for the first time in this area, Group statements were made in Committee. The Eastern Group played an active and constructive role in the Committee's activities; unfortunately, the Group of 21 (G-21) played an unhelpful part in nearly all aspects of the Committee's work. At the end of the year, the G-21 prevented any call in the Committee's report for its reestablishment in 1995. While this does not mean the end of TIA work in the CD, it does indicate the opposition of the G-21 to TIA work.

### ***Nuclear Test-Ban***

The Nuclear Test Ban (NTB) *Ad Hoc* Committee was established in 1994 with a mandate to negotiate a comprehensive test-ban treaty (CTBT). Two working groups were set up, one on Legal and Institutional Issues and the other on Verification. Negotiations proceeded at a steady and active pace,



culminating in the creation of a “rolling text” that will now serve as the basis for negotiating a final treaty. A substantial amount of work was carried out on technical verification issues, with examination of options for both seismic and non-seismic international monitoring systems, an exchange of views on on-site inspection issues, and discussion of “associated measures” such as information exchanges on certain activities that could raise concerns about compliance with the treaty.

## **Other CD Issues**

### ***Fissile Material Cutoff***

In his September 27, 1993, address to the UN General Assembly, President Clinton stated that the United States would press for a multilateral agreement to ban the production of fissile material for nuclear weapons purposes. In January 1994 the CD appointed a special coordinator to conduct consultations on a negotiating mandate for an *Ad Hoc* Committee on Fissile Material Cut-Off. The U.S. Delegation supported the special coordinator’s efforts. During his consultations, it became clear that certain delegations believed that a cutoff treaty should include constraints on existing fissile material stocks including the total destruction of such stocks. Some of these delegations insisted that the negotiating mandate explicitly refer to existing stocks. Other delegations, including that of the United States, argued that such insistence would prevent any progress on a cutoff treaty, thus losing the best opportunity that now exists to make major progress on nuclear nonproliferation in South Asia and the Middle East. Despite energetic work by the special coordinator, no agreement was reached on a mandate, although he did report that there was consensus among CD members that the CD was the appropriate forum to negotiate such an agreement.

### ***Membership Expansion***

The impasse in expanding the CD’s membership that developed during 1993 was given increased prominence by the beginning of Comprehensive Test-Ban Treaty negotiations in the CD. Many members felt that these should include all of

the threshold states, not all of whom are CD members. With 50 nonmember participants and some 35 of these member applicants, there was a general sense in the CD that its membership should be expanded. However, this general agreement broke down when it came to the specifics of which countries should actually be admitted.

During the 1993 session, the Australian Ambassador was appointed as a special coordinator to develop an expansion package that would not only reflect the new world situation, but also preserve the geographical and political balance in the CD. The Ambassador proposed 23 countries to be admitted, and his list included many friends and allies of the United States. Unfortunately, it also included Iraq. The United States cannot accept as a member of the Conference on Disarmament any country subject to comprehensive UN sanctions, and it was accordingly necessary for the U.S. Delegation to break consensus on the proposed membership package.

Efforts to resolve the impasse produced several informal proposals, but none of these developed a consensus in its support. Iran raised an additional obstacle by objecting to Israel's inclusion in any expansion package. The Ambassador from Germany, during his tenure as CD President, appointed a friend of the chair to deal with the question of membership expansion. The friend of the chair had no special mandate, but was asked to work from the list and other suggestions. He was unable to develop a solution to the membership expansion impasse.

## **First Committee**

The 1994 General Assembly First Committee convened its 1994 session on October 17 and continued consideration of disarmament items until November 18. The Committee at this session considered 50 items, essentially the same number as in 1993, and, like the year before, achieved consensus adoption of 24. The United States was primary sponsor of resolutions on landmine export moratoria and bilateral nuclear negotiations, and cosponsored seven others.

The 1994 First Committee session focused primarily on nuclear issues, the subject of 19 of the 50 resolutions submitted for consideration. Concern over regional conflicts and proliferation of conventional arms also was reflected in this year's debate, these issues accounting for 13 agenda items. The other 18 items taken up this year covered subjects including outer space, chemical and biological weapons negotiations, science and technology, and the international community's organization of its multilateral arms control work.

Notable achievements this session included consensus adoption in the General Assembly of: a U.S. resolution, cosponsored by 72 other members reiterating Washington's 1993 call for export moratoria on antipersonnel landmines and adding a call for their eventual elimination (Resolution 49/75 A); a resolution in support of the Comprehensive Test-Ban Treaty, cosponsored by all the nuclear-weapons states and over 80 others (Resolution 49/70); and a resolution endorsing expansion of the Conference on Disarmament membership within U.S.-endorsed parameters. (Resolution 49/77 B.)

The 1994 session results fell short of U.S. expectations in failing for the first time to achieve consensus on a resolution on transparency in armaments, or to pass resolutions on the Chemical Weapons Convention and fissile material cutoff (the latter adopted by consensus in 1993).

## **Conventional Weapons**

In addition to passage of the U.S. antipersonnel landmine resolution, highlights of the Committee's conventional weapons-related work included adoption of a Malian resolution endorsing efforts to curb illicit trafficking in small arms. It was passed in the General Assembly by a vote of 169 to 0, with 1 (U.S.) abstention. (Resolution 49/75 G.) A Swedish resolution, cosponsored by the United States, to ensure adequate UN logistical support for the 1995 Review Conference on the Convention on Certain Conventional Weapons was passed without a vote. (Resolution 49/79.)

## **Regional Disarmament**

Pakistan tabled two resolutions substantively identical to those it submitted in 1993. The first, on regional arms control, was cosponsored by the United States, as in 1993, and adopted by a vote of 171 (U.S.) to 0, with 1 abstention in the General Assembly. (Resolution 49/75 N.) The other, a request for CD consideration of principles that could be applied to regional arms control, passed 164 (U.S.) to 0, with 7 abstentions. (Resolution 49/75 O.)

## **Weapons of Mass Destruction**

In addition to passage of the Comprehensive Test-Ban Treaty resolution, another notable, nuclear-related achievement at this session was adoption, without a vote, of a U.S./U.K./Russian resolution on bilateral nuclear arms negotiations. (Resolution 49/75 L.) Regrettably, some of the edge was taken off this victory by the Committee's failure to agree on a single consensus text as it had in 1993.

Resolution 49/78, "Risk of Nuclear Proliferation in the Middle East" (previously "Israeli Nuclear Armaments") was much improved from previous years' texts but once more failed to erase the distinction between Israel and other non-NPT member states in the region. Although unacceptable to the United States, the final vote of 60 to 4 (U.S.), with 100 abstentions, reflected a significant shift from the "No" to the "Abstain" column compared to 1993. The Egyptian-sponsored Middle East Nuclear-Weapon-Free Zone resolution, meanwhile, was adopted by consensus. (Resolution 49/71.)

The Committee adopted, without a vote, resolutions supporting Nuclear-Weapon-Free Zones in Africa (Resolution 49/138) and Latin America (Resolution 49/83). A resolution endorsing establishment of such a zone in South Asia passed by a vote of 156 (U.S.) to 3, with 10 abstentions. (Resolution 49/72.) Following the latter vote, the United States made clear that our vote should not be interpreted as a blanket endorsement of nuclear-weapon-free zones. The United States was unable to support the Committee's endorsement of a South Atlantic Zone of Peace due to the resolution's promotion of a



nuclear-weapon-free zone in a high seas area and lack of adequate language on navigational rights and freedoms. Resolution 49/84 was passed in the General Assembly by a vote of 151 to 3 (U.S.), with 3 abstentions.

The Non-Aligned Movement at the 1994 session resurrected its previous year's initiative to call on the International Court of Justice to review the legality of the use of nuclear weapons. In 1993 a nearly identical draft resolution was tabled but not brought to a vote. This year, despite the strenuous efforts of the United States and other Western members, this resolution was adopted in the General Assembly by a vote of 78 to 43 (U.S.), with 38 abstentions.

## **Other Arms Control Issues**

**Institutional Issues.** A number of First Committee actions in 1993 involved the adoption of reports of other bodies or of the Secretary General. Resolution 49/85 on further rationalization of the First Committee was passed by consensus. Resolution 49/76 B on the UN Disarmament Fellowship Program, unchanged from last year, was cosponsored by the United States and adopted without a vote.

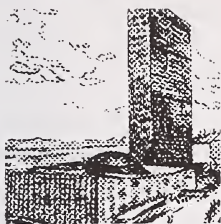
**Outer Space.** Egypt at this session tabled the Non-Aligned Movement's annual resolution on this issue substantively identical to that of the previous year. Resolution 49/74 was adopted in a vote of 170 to 0, with 1 (U.S.) abstention. The United States delivered an explanation of vote emphasizing that existing legal regimes had prevented any arms race in space and remain adequate.

## **Other First Committee Disarmament Issues**

First Committee members this year continued efforts to improve the Committee's operational effectiveness, building on the 1993 session's resolution 48/87, "Rationalization of the work of the Disarmament and International Security Committee." In order to approach its work program in a more systematic manner, the Committee this year organized its work as mandated in resolution 48/87, i.e., by clustering First Committee agenda items by theme (e.g., nuclear weapons, conven-

tional weapons, regional disarmament, etc.). This issue will be revisited at the 50th session of the First Committee.

## Part 3



# Economic and Development Affairs

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## Introduction

Chapter III of the UN Charter established the General Assembly and the Economic and Social Council (ECOSOC) as the principal organs of the United Nations responsible for the issues covered in Part 3 of this report. ECOSOC is vested by the Assembly with responsibility for discharging certain functions in the economic and social fields, including the promotion of higher living standards, full employment and development, proposals for international cultural and educational cooperation, and a universal respect for, and observance of, human rights and fundamental freedoms.

ECOSOC consists of its plenary body, five regional economic commissions, several functional commissions, and a varying number of subcommissions, working groups and expert groups. The regional economic commissions and many of the other bodies are covered elsewhere in this section.

In 1994 ECOSOC held its regular session June 27–July 29 in New York. ECOSOC's ministerial discussion of the draft Agenda for Development was supportive of the five dimensions of development described in the Secretary General's report "Peace, Economic Growth, Environment, Democracy and Social Justice," but delegates unanimously called for concrete recommendations and proposals. Many delegates underscored the need to reexamine the role of the United Nations in development cooperation, with much concern for the social side effects of structural adjustment, while numerous delegations called for increased collaboration and cooperation between the Bretton Woods institutions and the UN system.

Discussion of the need to protect social spending and programs in countries implementing structural adjustment programs dominated the discussion of the first day of the ECOSOC high-level session that was devoted to a policy dialogue with heads of international financial and trade organizations. Many developing country delegations underscored their concern that, without insulating social spending, structural adjustment programs could adversely affect the most vulnerable members of societies. Regarding the Bretton Woods-UN relationship, the developed countries took the position that the organizations should focus on identifying common responses to practical problems.

The 1994 ECOSOC session was the first to hear from the new UN High Commissioner for Human Rights, Jose Ayala Lasso of Ecuador. He underscored the importance of human rights as an international priority, stressing the importance he placed on coordination of UN system-wide activities, including the Bretton Woods institutions, to the effective implementation of human rights. To that end, he proposed establishing a permanent dialogue with the organizations of the UN system through a systematic and periodic exchange of information, experience and expertise.

The Council adopted four draft resolutions and 37 decisions proposed by the UN Human Rights Commission. All resolutions and decisions were adopted without a vote, except those dealing with the right to development, Cuba, Sudan and Iraq.

The United States placed particular emphasis on the terrible human rights violations being committed in Rwanda, urging adequate funding for the Human Rights Center's activities in advisory services for Rwanda. The U.S. statement stressed the importance of individual accountability and responsibility for grave violations of international humanitarian law in Rwanda.

ECOSOC adopted a positive resolution on the Middle East peace process that expressed full support for the achievements of the peace process thus far and stressed the need for achiev-



ing progress on the other tracks of the Arab-Israeli negotiations. It approved a resolution on assistance to the Palestinian people. It adopted a new joint and cosponsored UN program on HIV/AIDS. It also decided on the theme of the high-level segment for the 1995 ECOSOC regular session: implementation of the Program of Action adopted by the International Conference on Population and Development.

The reformed ECOSOC's handling of economic agenda items showed that ECOSOC could work more expeditiously. Speakers lists, formal interventions and draft initiatives were kept to a minimum. Delegations did not reopen substantive debates held in the subsidiary bodies, thanks in part to the guiding hand of the Chair invoking ECOSOC reform measures.

The General Assembly, in its regular sessions, is organized into six committees. The Second Committee is responsible primarily for economic and environmental affairs, and the Third Committee for cultural, humanitarian and social affairs. The Second and Third Committees receive some of their issues directly, but most are passed to them from UN system subsidiary bodies through ECOSOC.

## **Second Committee**

The General Assembly's Second Committee reached unprecedented consensus in its adoption of 47 resolutions with only the one on Israeli settlements in occupied Palestinian territory requiring a vote, which the United States and Israel voted against. U.S. initiatives on "global learning to increase youth awareness about environmental protection and conservation" (Globe), trade efficiency and several fish-related texts achieved consensus. In addition, the United States cosponsored a resolution downscaling the UN Institute for Training and Research (UNITAR), a development in conformance with our broader reform goals.

Generally, the Second Committee showed signs that General Assembly reforms are having some effect. It undertook a large and varied work program. Its negotiating atmosphere is now forged more on partnership than on North-South con-

frontation. Market-driven economic growth and sustainable development continue to supplant the pro-statist, anti-private sector paradigm previously espoused by some countries. The concept of sustainable development as an organizing principle for economic development continued to meet resistance from developing country (G-77) delegations. One of the most difficult resolutions of this session concerned the New Agenda for the Development of Africa. After extensive negotiations, the United States was able to promote consensus on a text that called on African countries to improve their own investment climates in order to attract foreign capital and invited multilateral institutions to give priority to assistance for commodity diversification in Africa.

## **Economic and Development Issues**

### **Special Programs of Economic Assistance**

The 49th General Assembly adopted consensus resolutions calling for emergency international assistance and reconstruction in Rwanda, for special assistance for countries receiving Rwandan refugees, and for assistance to refugees, returnees and displaced persons in the Great Lakes Region, particularly Burundi.

Outside of Africa, the General Assembly adopted a consensus resolution calling for assistance for peace and reconstruction of war-stricken Afghanistan. The General Assembly also adopted by consensus a resolution, "Specific measures in favor of island developing countries," noting that many of these are least developed countries. It called upon the international community to implement all the commitments made at the Small Island Developing States Conference.

### **International Debt Problems of Developing Countries**

Unlike in 1992 and 1993, the United States was able to join consensus on a General Assembly resolution 49/94 entitled "Enhanced international cooperation toward a durable solution to the external debt problems of developing countries." It was adopted without a vote.

As usual, the primary issue again in 1994 was obtaining balance—not blaming all woes on developed countries, avoiding calls for blanket forgiveness of debt, noting the debt concessions already made by creditors, etc. Although we were able to join consensus, the text still continued to refer to a “durable solution.” However, on the positive side, it used softer and more realistic terms such as “alleviate.”

## **Regional Economic Commissions**

### **Introduction**

The United Nations has five regional economic commissions—Economic Commission for Africa (ECA), Economic and Social Commission for Asia and the Pacific (ESCAP), Economic Commission for Europe (ECE), Economic Commission for Latin America and the Caribbean (ECLAC) and the Economic and Social Commission for Western Asia (ESCWA). They are charged with “raising the level of economic activity” within their respective regions and “maintaining and strengthening the economic relations” of the countries within their scopes, “both among themselves and with other countries of the world.” The regional commissions are funded out of the regular budget, but many of their activities are financed by extrabudgetary grants from bilateral and multilateral donors.

The United States is a member of three of the regional commissions—ECE, ESCAP and ECLAC.

### **Economic Commission for Europe**

The Economic Commission for Europe was established in 1947 to strengthen economic relations and improve intergovernmental cooperation. Membership is open to European members of the United Nations, plus the United States, Canada, Switzerland and Israel. The United States has encouraged the membership and participation in the ECE of all the newly independent states of the former Soviet Union and the Baltic States. Since Uzbekistan became a member in December 1994, ECE membership has reached 55, or 20 more than 5 years ago. The ECE is headquartered in Geneva.

The ECE's terms of reference are broad, but members chose in 1990 to restructure and downsize the organization after reviewing its mandate and adjusting its priorities. Activities and resources now focus on five priority areas: trade facilitation, environment, statistics, economic analysis and transport.

One of the ECE's most important activities is the setting of Europe-wide industry standards such as automobile safety and environmental standards. It is rapidly elaborating technical standards in several of its subordinate bodies that have attained global reach and recognition. In the area of trade facilitation, the ECE establishes standards for trade transactions and for the regulations governing trade transactions. The Commission's EDIFACT program (Electronic Data Interchange for Administration, Commerce and Transport) establishes global standards for computerized trade transactions aimed at permitting increases in efficiency and financial savings.

In the environment, the ECE identifies and promotes regional efforts to address transboundary environmental problems. It has provided a forum for the negotiation, adoption and implementation of important environmental conventions. The ECE also assists countries in transition in addressing environmental concerns. It has the lead on preparations for the Third "Environment for Europe" Ministerial Conference scheduled for October 1995 in Sofia, Bulgaria.

The United States has supported the Commission's increased focus on the economies in transition of Central and Eastern Europe, within the framework of its current mandate and available resources. The ECE has been at the forefront of efforts in the region to foster an enabling environment for free markets, to promote trade and foreign investment and to stress the need for the full integration of the economies in transition into the world economy. The Commission continues to hold valuable workshops and seminars in its areas of expertise to assist the countries in transition.



The ECE Commission meets annually in Geneva. At the 49th Commission session, held in April 1994, the ECE adopted decisions on the following subjects: work of the Commission as a whole; activities to assist countries of the region in transition to a market economy; expansion of trade for products from the countries in transition; commemoration of the 50th anniversary of the United Nations; environment and sustainable development; transport; preparatory work for the Fourth World Conference on Women, Beijing 1995; cooperation in the Mediterranean; and the UN Conference on Human Settlements. In 1994 the United States made an extrabudgetary contribution of \$25,000 in support of the ECE regional preparatory meeting for the Fourth World Conference on Women: Action for Equality, Development and Peace, which was held in Vienna, October 17–21. The United States also contributed another \$10,000 for ECE's environment work in Central and Eastern Europe.

Most ECE activities are carried out through subsidiary intergovernmental bodies. Principal subsidiary bodies include committees on the five priority sectors plus committees on agriculture, energy, housing, timber and the senior advisors on science and technology. The four main working parties are chemicals, steel, engineering and automation and standardization. The most effective use of limited resources, especially in responding to the needs of the transition countries, continues to be the critical issue in the ECE along with ensuring that it avoids duplicating the efforts of other regional organizations.

## **Economic and Social Commission for Asia and the Pacific**

The Economic and Social Commission for Asia and the Pacific, established in 1947, has 48 members in an area stretching from Iran and Azerbaijan in the west to the Cook Islands in the South Pacific and accounting for more than half of the world's population. The United States is one of 10 original members, as are Russia, France, the Netherlands and the United Kingdom. There are 10 associate members, including

Guam and American Samoa. ESCAP Headquarters are in Bangkok.

ESCAP provides a forum for discussion of development issues, identifies problems of social and economic development, provides technical assistance and advisory services and helps members attract outside assistance. It does not provide grants or loans of its own.

ESCAP's Commission meets annually. The theme of the 50th Commission session, held in New Delhi in April 1994, was "Infrastructure Development as Key to Economic Growth and Regional Economic Cooperation." The topic provided the U.S. Delegation the opportunity to expound the administration's Pacific community ideas and to promote U.S. commercial interests, particularly in the areas of telecommunications and environmental technology. Every delegation agreed that Asia needs major new infrastructure investments over the next decade (estimated to cost 1.4 trillion dollars) and that new approaches to financing these huge amounts will be necessary.

Also during 1994 the United States participated in a number of regional meetings: Second Asian and Pacific Ministerial Conference on Women in Development; Symposium on the implications of NAFTA for Asia and the Pacific; Ministerial Conference on Space Applications for Development in Asia and the Pacific; and the Asian and Pacific Ministerial Conference in Preparation for the World Summit for Social Development.

## **Economic Commission for Latin America and the Caribbean**

The United States is one of 42 members of the Economic Commission for Latin America and the Caribbean, established in 1948. Puerto Rico and the U.S. Virgin Islands are among the six associate members. ECLAC's Headquarters are in Santiago, Chile.

ECLAC serves as a regional think tank on development policy, striving to take into account the social aspects of eco-

nomie development and the interrelationship between economic and social factors. The focus of activities in recent years has been on "changing production patterns with social equity." ECLAC also provides governments with economic and statistical information and works closely with other regional organizations, such as the Organization of American States (OAS) and the Latin American Economic System (SELA). Once a breeding ground for "dependency theory" and demands for a "New International Economic Order," ECLAC has recently moved towards a less confrontational approach, which recognizes the importance of open markets and the role of the private sector in economic development.

During 1994 the United States participated in the 25th biennial ECLAC meeting in Cartagena, Colombia, April 19–27. At the plenary session, then-Colombian President Gaviria underscored the need for market opening, good governance and sound economic policies. The plenary session adopted resolutions on health, social equity in relation to changing production patterns, development coordination and support for the second international conference of new or restored democracies. It was decided further that the 26th biennial plenary meeting would be held in San Jose, Costa Rica, in 1996.

On October 21 the General Assembly adopted, without a vote, resolution 49/6 "Cooperation between the United Nations and the Latin American Economic System." This resolution urged ECLAC, UNDP and the other UN agencies and programs to "continue broadening and deepening their coordination and mutual support activities with the Latin American Economic System."

ECLAC played an active role in support of the Summit of the Americas, which took place in Miami, Florida, in December 1994. As a follow-up to the Summit, ECLAC is cooperating with the Organization of American States and the Inter-American Development Bank to explore ways to move towards hemispheric free trade.

## **Economic Development Bodies and Programs**

### **UN Development Program**

#### ***Mandate and Financing***

The UN Development Program (UNDP) is a voluntary fund that finances the world's largest multilateral program of grant technical cooperation. The program is financed by voluntary contributions from governments. In 1994 pledges to UNDP totaled \$917.9 million plus an additional \$140 million, which was contributed separately for UNDP-administered trust funds. The United States contributed \$116.3 million or 12.7 percent of total government contributions for that year. Other large donors were: Japan, \$101 million; Netherlands, \$93.7 million; Denmark, \$90.4 million; Germany, \$83 million; Sweden, \$77.4 million; Norway, \$69.5 million; France and Switzerland, \$44.8 million each; Canada, \$39.3 million; and the United Kingdom, \$38.8 million.

UNDP was established in 1966 through the merger of two earlier UN programs, the Special Fund and the Expanded Program of Technical Assistance. The General Assembly established UNDP as the principal UN mechanism for coordinating and financing technical cooperation activities. UNDP provides grant assistance to developing countries, with increasing emphasis on assistance to the least developed countries and on building national capacity to manage development activities.

UNDP works to create open economies and stable democratic civil societies, resistant to conflict and attractive to U.S. trade and investment. This is done through programs creating jobs for women and men worldwide; promoting economic reform, privatizing and democratization; and addressing health, education and other basic human needs. In recent years, UNDP has also helped raise and deliver hundreds of millions of dollars of humanitarian disaster relief.

Projects funded by UNDP are often implemented by one of the specialized technical agencies of the UN system, such as



FAO, UNIDO, ILO, UNESCO, ITU or ICAO. National execution, whereby governments or indigenous private institutions take responsibility for programmatic management, has increased significantly in recent years, thereby contributing to the national capacity of individual developing countries to design and implement their own development programs. In addition, UNDP itself directly implements projects through its in-house Office for Project Services (OPS). In 1994 OPS executed UNDP-funded projects valued at approximately \$137.4 million. In the same year OPS executed approximately \$265.2 million worth of projects funded by trust funds, development banks, bilateral donors and recipient governments under management service agreements.

UNDP is headquartered in New York City. Its Administrator, James Gustave "Gus" Speth, of the United States, assumed office in July 1993, succeeding William H. Draper, III, also of the United States. He will serve a 4-year term, expiring in 1997.

### ***Management Reform***

UNDP is a leader within the UN system for management and administrative reform. UNDP has taken dramatic steps to become more cost-effective and service-oriented. In the face of declining contributions, UNDP has tightened its belt by cutting the administrative budget by 12 percent in real terms, by cutting headquarters staff by 25 percent and field staff by 8 percent. UNDP has strengthened its accountability system by making greater use of auditors, both external and internal, and has turned to private firms in Asia and Africa to examine accounts and perform audits. A new employee performance evaluation system, based on those successfully used in private firms, has been cited as a model for the United Nations as a whole.

### ***Governing Bodies***

UNDP is a subsidiary organ of the UN General Assembly, which sets overall UNDP policy. Prior to 1994, UNDP's operating policies were established, and its programs and budgets approved, by a Governing Council composed of representa-

tives from 48 states—21 developed countries and 27 developing countries. In late December 1993, the 48th UN General Assembly adopted resolution number 48/162 on ECOSOC reform by consensus. The resolution was the culmination of an effort by both donor and recipient countries to provide more focused and substantive governance and programmatic oversight of the various development programs and funds of the UN system, including UNDP, under the overall policy guidance of ECOSOC. Resolution 48/162 comprised the following key elements: responsibility for policy direction was shifted from the existing governing bodies (the Governing Council in the case of UNDP) to the ECOSOC; and the existing governing bodies were replaced by new, smaller (36-member) Executive Boards, which would concentrate more on operational, management and financial oversight of the funds/programs than was the case heretofore. Industrialized donor countries were allocated one-third of the seats (12) on the new Executive Boards.

In 1994 the UNDP Executive Board provided oversight for the UN Population Fund (UNFPA), Technical Cooperation Among Developing Countries, UN Fund for Science and Technology for Development, UN Revolving Fund for Natural Resources Exploration, UN Development Fund for Women, UN Volunteers and the UN Capital Development Fund. The Board also provided guidance to the UN Department for Development Support and Management Services.

### ***Secretariat and Field Organization***

UNDP's administrative apparatus consists of a Secretariat at New York Headquarters and over 130 field offices in the developing countries where programs are being carried out. UNDP resident representatives advise recipient governments on development plans and policies and UN assistance. Within their countries of assignment, they fund and coordinate UNDP programs, including those of the UN Development Fund for Women (UNIFEM), Capacity 21, UN Capital Development Fund, UN Volunteers, UN Revolving Fund for Natural Resources Exploration and UNFPA. They also serve as resident representative for, and support the work of, a number

of other UN agencies including the World Food Program, the UN Environment Program, the UN Department for Development Support and Management Services and the Office of the UN High Commissioner for Refugees. In addition, resident representatives often become coordinators for the UN Department of Humanitarian Affairs when emergencies strike.

In most countries the UN Secretary General has designated the UNDP resident representative as resident coordinator of the UN system development activities. In that capacity, he or she is responsible for coordination of all UN system development activities in the country to which he/she is accredited.

### ***UNDP Executive Board***

In previous years the UNDP Governing Council held one annual meeting and sometimes one other meeting of the members of the Council. Resolution 48/162 required that executive boards meet as often as necessary. In practice the new UNDP Executive Board holds three regular meetings in addition to the annual meeting.

In 1994 the Executive Board held three regular meetings, on February 15–18, May 10–13, October 6–10 and the annual meeting on June 6–17. During 1994 the most pressing issue facing the Board and the program was the imperative for change. Throughout the year the Administrator altered the bureaucratic structure of the organization. In addition he presented the Board with a series of papers outlining his “Agenda for Change.” As a result of his briefings, the Board at its annual session approved the focusing of UNDP development efforts on four areas: poverty alleviation, job creation, environmental regeneration and the advancement of women.

Other important issues taken up during 1994 included the restructuring of the Office for Project Services, the UN Joint and Cosponsored HIV/AIDS Program, the review of the budget, review of the country program for Burma, and the start of discussions regarding the framework for the next programming cycle. The OPS issue occupied the Board throughout the year as it grappled with the proposal of the Secretary General that OPS become part of the UN Department for



Development Support and Management Services. Board discussions moved toward a consensus among members to the effect that OPS, while separated from UNDP, would remain tied to it for administrative and other services, as well as general oversight. By year's end the issue had still not been resolved, although the final disposition of OPS appeared to be near closure. Throughout the various discussions, the U.S. Delegation pressed to prevent the creation of another UN agency and to keep OPS in a close relationship with UNDP.

During its second regular session on May 10–13, the Executive Board approved a U.S.-drafted decision on HIV/AIDS. The decision encouraged UNDP to work with the other UN cosponsoring agencies to place a proposal on the UN Joint and Cosponsored Program on HIV/AIDS before the Economic and Social Council (ECOSOC) at its annual substantive session in July. The decision also authorized UNDP to recruit for 22 national professional officer positions to assist resident coordinators in responding to the HIV/AIDS epidemic at the field level, taking into consideration the need to adjust the terms of reference to make them compatible with the UN Joint and Cosponsored Program. UNDP is to report on the activities of the 22 national professional officers at the second regular session of the Board in 1995.

The Board at its May session also reviewed UNDP assistance to Burma, consisting of a 15-project development package, known as the Human Development Initiative. During the debate on the UNDP program in Burma the United States, with support from other donor countries, argued that in view of the continuing deplorable human rights situation, the United States could not support an increase in UNDP programming or funding assistance in Burma. Japan and China, with strong G-77 support, opposed the U.S. position and called on UNDP to propose new programming initiatives for Burma. The United States was criticized by several member states for politicizing a development body. After hours of debate, the Board agreed that the deadlock on this issue could not be resolved, and instead decided to have the record of the meeting note that no decision had been possible. The sum-



mary record of the meeting was also to reflect the divergent views expressed by member states during the debate.

At its annual meeting in June 1995 the Executive Board will decide on the framework for the next programming cycle, which is slated to begin on January 1, 1997. At the Board's third regular session in October 1994 the Administrator launched the decision-making process by proposing several new concepts. For example, in place of the current 5-year cycle which forms the basis of current programming at UNDP, the agency would introduce a 3-year "rolling cycle" to permit more accurate appraisal of resource availability. The Administrator also proposed to replace the Indicative Planning Figure (IPF), a predetermined allocation of funds available to a recipient country, with a more flexible arrangement which would emphasize funding for thematic issues and regional programs. The U.S. Delegation attached great importance to this issue because it will determine the shape of UNDP development activities into the next century.

### ***UN Capital Development Fund***

The UN Capital Development Fund (UNCDF), established by the UN General Assembly in 1966, is a trust fund that UNDP administers. It invests in small-scale projects that provide early, direct and long-term benefits to low-income groups in countries officially determined by the United Nations as least developed, as well as other countries widely acknowledged as most in need of grant-capital assistance. UNCDF is the only UN organization whose primary mandate includes a focus on the least developed countries.

UNCDF is active in several sectors, including: agriculture and irrigation, infrastructure development, low-cost housing, water and sanitation, small-scale credit and micro-enterprise development, health and education. In 1994 project approvals were \$37.7 million, and project delivery is estimated at \$51 million.

UNCDF invests in poverty reduction through three types of program activities: building productive and social infrastructure (dams, bridges, roads, marketplaces, schools, health

centers, etc.); grants to local authorities or affinity groups for community development; and lending, including guarantee schemes, on a commercial basis to farmers and other producers who, because they lack collateral, would be otherwise ineligible for credit from local banking institutions.

A typical program would combine these elements in one region of a target country, normally in an area of recognized potential where UNCDF's investments could lead to high, sustainable returns for the beneficiary population concerned.

In Vietnam, UNCDF is contributing \$17.5 million to a rural investment program in the district of Dai Loc. The program, which focuses on public and private sector development at the village level, is generating strong local support and is introducing the populace to modern management and contracting practices.

In Comoros a 20-bed health center was constructed and equipped at Mitsoudje in the District of Hambou. The project design called for the center to be self-financing, and an innovative administration was put in place with the active participation of local representatives on the center's board of directors. Currently, 63 percent of the center's operating costs are covered by the sale of medicine and fees paid by patients. Both the Government and the World Bank have judged this \$1.2 million project a success, and the UNCDF center will be replicated throughout the rest of the country.

In Nicaragua the "Bridge of Peace and Reconciliation," a 72-meter bridge in the north of Nicaragua that connects the remote market town of Quilali with the agricultural producers in the valley of La Vigia, was built as part of UNCDF's 5-year program for capital improvements in the country. The bridge was built by Sandinistas and ex-Contras in a region heavily populated with refugees and displaced persons returning to their homes in the aftermath of the civil war. The venture, which has opened access to a market, has spawned an economic boom in the area.

UNCDF possesses important comparative advantages within the donor community. Chief among them is the small

scale and localized nature of its investment activities, which have facilitated popular participation and manageability. UNCDF is thus a particularly appropriate partner to assist local political institutions and community groups on the definition of a working governance relationship.

The Fund's managing director is the UNDP Administrator. The UNDP/UNFPA Executive Board provides policy direction to UNCDF, and normally considers UNCDF programs on a biennial basis.

UNCDF has a small administrative staff in New York. Mr. Jules Fripiat (Belgium) was appointed to the position of Executive Secretary, the operational head of the Fund, in April 1992, but retired in April 1994. For the balance of 1994, the Acting Executive Secretary was Ms. Judy Cheng-Hopkins (Malaysia).

In program countries, the UNDP resident representative serves as the representative of UNCDF as well. In countries where UNCDF has a large program, the Fund assigns either a junior professional officer, seconded from various donor countries, a UN Volunteer, or a national professional officer to monitor its projects at the field level.

Contributions to UNCDF for 1994 totaled \$31.3 million. Denmark was the largest contributor to UNCDF at \$6.5 million, followed by the Netherlands at \$5.5 million. The 1994 U.S. contribution was \$3 million.

### ***UN Volunteers***

**Mandate and Governance.** The UN Volunteers (UNV) Program, established by the General Assembly at its 25th session, began operation in January 1971. The program provided volunteers with essential skills to developing countries to assist in development activities. Volunteers are recruited on a worldwide basis. UNV is the only multilateral volunteer-sending agency and provides, by and large, the only opportunity for volunteers from developing countries to serve abroad.

The General Assembly designated the Administrator of UNDP as the Administrator of UNV. An Executive Coordinator, Dr. Brenda McSweeney (U.S.), and staff in Geneva pro-

mote and coordinate the recruitment, selection and administrative management of Volunteer activities within the UN system. Most Volunteers are assigned to UNDP field offices and work on projects funded by UNDP or the specialized UN agencies.

In 1993 and 1994 two other UN Volunteer programs, the Transfer of Knowledge Through Expatriate Nationals (TOKTEN) program and the UN International Short Term Advisory Resources (UNISTAR), which respond to short-term demand for highly specialized volunteer advisory services to the private and public sectors of developing countries, were merged with UNV. The UNDP Executive Board is responsible for the governance of UNV and considers the activities of the program biennially in even-numbered years.

**Activities and Funding.** A total of 3,429 Volunteers from 130 countries served in 140 countries in 1994, with 90 percent of them working in the low income countries of Africa, Latin America and the Caribbean, Middle East, Asia and the Pacific. Africa alone has accounted for about 50 percent of the assignments during the last decade, with Asia and the Pacific making up another third.

UNV's Strategic Plan for 1993-1996 focuses on four areas: Technical Cooperation; Support to Community-Based Initiatives; Humanitarian Activities; and Peace-Related Programs.

UNV's technical cooperation focuses primarily on health, tertiary education and agriculture/rural development. UNV is collaborating more closely both with UNDP and the multilateral development banks, particularly during the design stage of programs. It is developing a thematic approach with proactive programming work underway in fields where experience indicates there is a distinctive role for volunteers, such as community focused work to address the socio-economic impact of HIV/AIDS, support to gender issues, local responses to natural resource management, and micro-enterprises and job creation.



Through its Domestic Development Service (DDS) program UNV continues to expand its community-based initiatives—focusing on capacity building of local groups and organizations, and linking them up with outside sources of support. Pilot work is underway in Africa, Asia and Latin America to tap the potential for volunteering that exists in developing countries, especially at the grass roots level.

In South Africa 200 UNVs served as electoral observers during the April 1994 elections. These UNVs were deployed at the provincial level and were responsible for conducting surveys, identifying and establishing polling stations, observing party rallies, monitoring the election process and ensuring the security of the ballots and other election materials. Similarly, in Mozambique a total of 278 Volunteers assisted in monitoring the 1994 elections.

In the Western Hemisphere, UNV activities have focused on Central America, where the thrust of the program has been to support peace-building, democratization and the promotion of human rights. In Mexico, Guatemala, Nicaragua and El Salvador UNVs have assisted with electoral monitoring, repatriation of refugees and resettlement of demobilized combatants.

UNV is increasingly fielding teams of specialists to participate with relief, rehabilitation and reconstruction work in crisis areas. UNV has set up a specialized unit to respond to humanitarian and emergency requirements in coordination with the responsible UN organizations, usually the UN Department of Humanitarian Affairs (DHA). During 1994 this unit handled approximately 300 assignments in 35 countries. Volunteers worked with governments and UN agencies as logisticians, nutritionists, refugee protection officers, water supply and sanitation specialists, emergency health care providers, and road and bridge engineers.

In responding to “complex emergencies” UNV finds itself increasingly involved in assisting with the transition from humanitarian relief to development activities. As a result, UNV is focusing more on building long-term capacity among

local communities through activities promoting health, education and income generation through the use of local volunteers. For instance, in Somalia, national UNVs participated in a large-scale UN and UNDP rehabilitation effort designed to build national capacity by restoring a sense of ownership of the reconstruction effort to citizens of the country.

UNV administrative expenditures for 1994 were \$15.6 million. Contributions in 1994 to the Special Voluntary Fund (SVF) totaled \$1.9 million.

Peace Corps works closely with UNV to recruit and support U.S. citizens for UNV's various assignments. Peace Corps sponsorship of a UNV includes travel to and from country of assignment, pre- and post- service medical exams and a readjustment allowance of \$200 per month of volunteer service paid at the end of service. Peace Corps will also pay the travel and medical examinations of up to two children of the UNV. Peace Corps-sponsored UNVs take the Peace Corps oath and are legally considered to be Peace Corp Volunteers assigned to the United Nations. In 1994 a total of 137 U.S. nationals served as UN Volunteers including those on short-term assignments.

### ***UN Fellowship Program***

The UN General Assembly established the UN Fellowship Program in 1948. Thirty specialized agencies administer the fellowships, which are financed out of project funds in all fields related to economic and social development.

The program gives government employees from developing countries the opportunity to broaden their professional knowledge in areas of primary importance to the development of their countries. UN Fellows develop skills in many fields, including water resources management, mining, aviation and natural resources management. The United States provides training in the fields of agriculture, international aviation and communications.

Candidates are nominated by their governments within the framework of specific projects, and the requests for training are channeled through local UNDP offices. Fellows are

required to return to their countries upon completion of their studies to resume the functions assigned to them by their governments.

Generally, training programs are designed as a component of UN-funded technical assistance projects. When training is provided in developed countries, it has been the practice of several host governments to cover the administrative cost associated with such training. The United States has adopted a similar practice to ensure U.S. institutions are competitive as a source of training under UN-funded projects. Until the early 1980s, the Agency for International Development covered these costs, consolidating this activity with its bilateral training efforts. Since 1982, funds have been provided through the U.S. voluntary contributions administered by the Department of State.

In 1994 the Department of State provided \$250,000 in voluntary contributions to participating federal agencies to offset part of the administrative costs of training Fellows in the United States. Agencies bear the costs not defrayed by the Department of State or charge them to the sponsoring UN agency. A total of 482 Fellows received training in the United States in 1994, facilitated by U.S. Information Agency's Office of International Visitors. Some 113 government and industry officials from 18 countries were assisted by ICAO to receive training in the United States under the supervision and direction of the Federal Aviation Administration. The ITU assisted 67 Fellows representing 15 countries to undergo training sponsored by the Federal Communications Commission. A total of 274 trainees from 24 countries were assisted by the FAO to participate in training programs conducted in cooperation with the U.S. Department of Agriculture. The Bureau of the Census, U.S. Department of Commerce, hosted 44 UN Fellows.

U.S. participation in the UN Fellows program complements several U.S. bilateral and multilateral development interests. First, UN funds, to which the United States is a major contributor, are expended in our own institutions. Second, because the program contributes to the development of

skilled manpower in developing countries, it enhances the capacity of recipient countries to assist with their own development. Third, the Fellows learn our techniques and become familiar with U.S. equipment and suppliers, which often in the past has prompted their governments to purchase U.S. equipment. Fourth, studying development issues in the United States exposes the future leaders and managers of developing countries to U.S. approaches to development issues, e.g., economic policy reform, market incentives and privatization. For all of these reasons, the Program can have long-term benefits for the United States.

## **UN Children's Fund**

The UN Children's Fund (UNICEF) was founded in 1946 to help meet the emergency needs of children in the aftermath of World War II. Today it is an important development agency, promoting and supporting country programs that address the needs of children, mothers and families in developing countries around the world. This includes child survival, health, social mobilization and educational and development activities. UNICEF also provides emergency assistance in coordination with other UN agencies. Because of its apolitical character, UNICEF frequently finds acceptance in areas experiencing political turmoil, and has been a key emergency assistance provider in places such as Bosnia, the Horn of Africa, Cambodia and Rwanda.

### ***Governing Bodies***

UNICEF is a subsidiary organ of the UN General Assembly, which sets overall policy. In late December 1993 the 48th UN General Assembly adopted by consensus resolution number 48/162 on ECOSOC reform. The resolution was the culmination of an effort by both donor and recipient countries to provide more focused oversight of the development programs of the UN system, including UNICEF, under the overall policy guidance of ECOSOC. Resolution 48/162 comprised the following key elements: responsibility for policy direction was shifted from the existing governing bodies (the Executive Board in the case of UNICEF) to the ECOSOC; and the exist-



ing governing bodies were replaced by new, smaller (36 member) executive boards, which focus on operational, management and financial oversight. Industrialized donor countries were allocated one-third of the seats (12) on the new executive boards. The United States has always been a member of the UNICEF Executive Board, which in 1994 held an annual and three regular sessions in New York City.

### ***Programs***

UNICEF allocates its resources among countries on the basis of severity of need, using criteria that include: infant mortality rates, under-5 child morbidity and mortality statistics, infant and child population totals and per capita GNP. Since 1983 the infant mortality rate has been used as the most important criterion to guide both the level and the content of UNICEF program cooperation. UNICEF's programs are then tailored to the recipient country's priorities on the basis of a situational analysis that addresses needs of children and women. UNICEF's funds are rarely the sole source of support for a program; in most instances, they serve either as a catalyst or as a critical ingredient which ensures a particular program's success.

UNICEF's programs also assist recipient countries through advisory services, exchanges of experts, local training exercises and promotion of social mobilization efforts. UNICEF is widely recognized for its ability to procure, package and deliver medical and other health or education supplies through its centralized supply/warehousing system known as UNIPAC (i.e., UN Procurement and Assembly Center), located in Copenhagen. UNICEF is the largest supplier of vaccines to countries participating in WHO's Expanded Program of Immunization (EPI). In 1990, according to WHO/UNICEF estimates, these countries achieved the goal of universal childhood immunization—80 percent of children under 1 year of age—against six major diseases. Efforts to sustain and increase this level are continuing.

In 1994 UNICEF program expenditures totaled \$801 million for projects in 149 countries. This amount was divided as follows: \$202 million (25 percent) for child health activities;

\$31 million (4 percent) for nutrition and household food security; \$81 million (10 percent) for water supply and sanitation activities; \$87 million (11 percent) for educational activities; \$63 million (8 percent) for community development and organization and for programs for women and for children in especially difficult circumstances; \$121 million (15 percent) for planning, advocacy and program support; and \$216 million (27 percent) for emergency relief activities in all of the program areas. The ratio of administrative overhead program costs was approximately 1:10.

In addition to programs funded from UNICEF's general resources budget, UNICEF develops many other worthwhile projects for support through special-purposes contributions, or supplementary funds. These so-called "noted" projects that are approved by the Executive Board are listed in an annual catalog, which is made available to potential donors, including development agencies and national committees. In addition, UNICEF appeals for emergency funds, either separately or, increasingly, as part of a UN-consolidated appeal, to assist children and mothers affected by natural and man-made disasters. In 1994 the United States contributed about \$100 million to UNICEF's core activities and approximately \$36 million to supplementary and emergency funds.

### ***Child Survival and Development Revolution***

In the early 1980s, the world health community recognized that several curative and preventive health technologies had become relatively inexpensive but were not yet widely available—especially in remote areas—nor accepted or used. If these techniques were properly promoted and utilized, UNICEF reasoned, it would be possible by the year 2000 to reduce by half the number of childhood deaths (estimated by UNICEF at 35,000 per day) caused by preventable childhood diseases and diarrheal disease-related dehydration. UNICEF's "Child Survival and Development Revolution" (CSDR) was launched in 1983, and included the use of four principal tools: growth charts to detect malnutrition; oral rehydration therapy (ORT); breastfeeding; and immunization against the six major childhood preventable diseases—measles, diphtheria, tetanus,

whooping cough, polio and tuberculosis. A major impetus for greater utilization of these tools in the 1990s resulted from the World Summit for Children (1990), which established target goals for the year 2000. UNICEF is currently focusing activities on achieving, by 1995, 10 mid- decade "pacing" goals.

There is a strong tradition of consultation and cooperation between UNICEF and technical personnel from U.S. Government agencies such as U.S. AID and the Department of Health and Human Services. Both at headquarters and in the field, health and education specialists from UNICEF and the U.S. Government work together to maximize the effectiveness of their child survival and development activities.

### ***Universal Child Immunization***

Less than a decade ago, global immunization coverage stood at only 10 percent for children of the developing world. At that time, the international community set an ambitious target of 80 percent coverage against the six major childhood diseases by 1990. Thanks to strong leadership from UNICEF and the World Health Organization (WHO) and equally strong support from donor countries, including the United States, this remarkable goal was reached, according to WHO/ UNICEF estimates. WHO estimated that the achievement of universal child immunization (UCI) prevented more than 3 million deaths from measles, tetanus and pertussis in 1990 alone.

This achievement set the tone for a decade-long target-oriented child survival and development strategy launched by the World Summit for Children. In addition to improving and sustaining UCI, the decade goals have been extended to include: global eradication of polio by the year 2000; elimination of neonatal tetanus by 1995; 95 percent reduction in measles deaths and 90 percent reduction of measles cases by 1995; 50 percent reduction in diarrheal deaths of children under 5 years and 25 percent reduction in diarrhea incidence rate; and reductions by one-third in deaths due to acute respiratory infections in children under 5 years. The UCI delivery system is being employed to advance these goals in addition to promoting improved nutrition, breastfeeding and the use of



oral rehydration therapy. Donors are working with UNICEF to emphasize capacity building and sustainability in immunization programs.

The United States has been especially supportive of a related initiative, called the Children's Vaccine Initiative (CVI), by which UNICEF and WHO hope to sustain their immunization success. The CVI, endorsed in December 1990 by a broad consortium of public and private organizations, aims to promote the development and utilization of new or improved vaccines capable of contributing significantly to global reduction in child mortality. Immediate research and development goals for the CVI include a single-dose tetanus vaccine to prevent neonatal tetanus; a thermostable oral poliovirus vaccine; and an improved measles vaccine. In addition, the CVI had identified and analyzed major impediments to new vaccines used by developing countries. Several U.S. Government agencies are involved in research and testing of vaccines as part of this initiative.

### *World Summit for Children*

The momentum created in 1990 by the World Summit for Children and the World Conference on Education for All continued in 1994 with emphasis placed on the mid-decade pacing goals. Among the goals set by the Summit for Children are: a one-third reduction of child death rates; a 50 percent reduction of maternal mortality rates and severe/moderate malnutrition among children under 5 years of age; an increase in immunization coverage (as outlined above); clean water and safe sanitation for all families; basic education for all children and an 80 percent primary school completion rate; and a 50 percent reduction of the adult illiteracy rate compared to its 1990 levels, with an emphasis on female literacy. UNICEF and donors recognize that some goals may be difficult to reach in some countries. The mid-decade goals were developed as stepping stones to the year 2000 goals.

At the World Summit, participating governments committed themselves to developing National Programs of Action (NPA) for children. Since then, UNICEF has assisted governments, especially in developing countries, to formulate these



national programs. The U.S. NPA, *A Culture of Caring*, was published in January 1993. UNICEF reports yearly to the UN General Assembly on follow-up to the World Summit for Children. UNICEF also supports many regional high-level meetings on Summit follow-up, such as the Second Americas Follow-up meeting in Bogota, Colombia, in April. UNICEF participated in the Summit of the Americas in Miami in December and helped formulate four follow-up initiatives in health and education.

Each year UNICEF publishes a *Progress of Nations* report, which monitors achievement of Summit goals by country, and a *State of the World's Children* report, which in 1994 focused on global achievement of the Summit goals.

### ***Executive Board***

The UNICEF Executive Board held three regular sessions in 1994. The February 23–25 meeting focused on organizational matters and implementation of UN General Assembly resolution 48/162. At the April 25–29 session, the Board approved 63 country programs and established a new policy for cooperation in Central and Eastern Europe, Newly Independent States and the Baltics. The October 3–5 meeting dealt primarily with administrative matters and an initial assessment of a management study of UNICEF undertaken by outside consultants in 1994.

The Board held its annual session in New York May 3–7 to consider a wide range of issues, including the medium-term plan, UNICEF policy on gender equality and empowerment of women and girls, emergency operations, and follow-up to a multi-donor evaluation of UNICEF completed in 1993.

Marian Wright Edelman, Executive Director of the Children's Defense Fund, led the U.S. Delegation to the annual meeting. Dr. William H. Foege, Director of the Task Force for Child Survival and Development and U.S. candidate for UNICEF Executive Director, served as Alternate Head of Delegation. Mrs. Edelman and Dr. Foege were chosen by President Clinton in 1993 and formally appointed in 1994 as,

respectively, the U.S. Representative and Alternate U.S. Representative to the Executive Board of UNICEF.

### ***Funding***

UNICEF income from all sources in 1994 totaled just over \$1 billion. Of this amount, \$532 million was contributed to general resources, which fund UNICEF's core operations worldwide and \$471 million in supplementary funds, which support specific projects in country programs or emergency operations. The U.S. Government provided \$100 million from the international organizations and programs account (voluntary contributions) to UNICEF's general resources or 28 percent of the \$361 million contributed by 98 governments, thus ranking first once again among the donors. UNICEF also received \$165 million in general resources income from private, nongovernmental sources and \$113 million from sales of greeting cards and related products.

In 1994 the United States was also the largest government contributor to UNICEF in total funding: \$136 million. In addition to the \$100 million contributed to general resources, U.S. AID and the Department of Health and Human Services provided \$36 million in supplementary funds for specific projects in individual countries, such as immunization grants, and for emergency assistance, such as to Rwanda.

UNICEF's success in raising funds from private sources is largely due to the fund-raising activities of 33 national committees. The U.S. Committee for UNICEF, a nonprofit organization that has 3 million volunteers throughout all 50 states, is the largest and among the most active of these national committees.

### ***U.S. Presence in UNICEF***

UNICEF is headquartered in New York City and U.S. citizens have held the Executive Director position since UNICEF's inception. In November the UN Secretary General extended until December 1995 the term of Office of Executive Director James P. Grant, who had held this position since January 1, 1980.

In 1994 UNICEF employed approximately 1,448 professionals, of whom about 11.6 percent were U.S. citizens. U.S. citizens occupy several key policy positions, including the directorship of three of UNICEF's six regional divisions. In 1994 UNICEF procured about \$22 million in supplies and equipment from U.S. suppliers.

## **World Food Program**

### ***Purpose and Structure***

The World Food Program (WFP) is the UN system's principal vehicle for multilateral food aid and largest provider of grant development assistance. Established in 1963 under the auspices of the United Nations and FAO, WFP uses commodities and cash provided by donor countries to support social and economic development projects, protracted refugee and displaced persons projects, and emergency food assistance in natural disaster or man-made crisis situations. It fed 47 million people in 1994.

WFP development projects seek to improve agricultural production, rural infrastructure, nutrition, and increasingly, the environment. WFP's methodology includes mobilizing the unemployed in food-for-work projects, such as clearing fields or building irrigation systems, schools and hospitals. Projects often seek to improve food availability and nutrition by, for example, building roads for improved market access.

The continuing increase in complex emergencies (Rwanda, Horn of Africa, former Yugoslavia and former Soviet Union), coupled with massive feeding operations in Ethiopia, Sudan and Liberia, continues to strain WFP's oversubscribed resources, much of this due to the WFP/UNHCR refugee feeding agreement. As a result, WFP currently spends two-thirds of its resources on emergency and humanitarian relief projects, leaving only one-third for its development activities.

WFP operates exclusively from voluntary contributions of commodities and cash donated by governments. For 1994 WFP garnered \$1.5 billion, two-thirds contributed as commodities and one-third in cash. The United States gave a third: \$503 million in commodities and transport costs, con-

sisting largely of \$393 million in U.S. AID-administered Public Law 480 (Farm Bill) Title II funds and \$58 million from USDA-administered section 416(b) resources.

Catherine Bertini is WFP's first American and first woman Executive Director. She will serve until 1997. WFP is headquartered in Rome.

### *Committee on Food Aid Policies and Programs*

The United States is a permanent member of WFP's governing board, the Committee on Food Aid (CFA), which held two plenary sessions during 1994. The 37th session in May was marked by a vigorous debate about WFP's future. The U.S. Delegation encouraged the organization to focus on emergencies, revamp its financial accounting systems and tighten project approval standards. In the face of G-77 urgings to maintain both development and emergency portfolios, Executive Director Bertini affirmed the primacy of emergency relief activities, which have been hampered by cash shortages. WFP was also encouraged to increase food procurement within developing countries, and strengthen collaboration with the UN High Commissioner for Refugees (UNHCR), UN Department of Humanitarian Affairs (UNDHA), multilateral funds/banks and the NGO and PVO (private voluntary organization) community. Donors urged WFP to concentrate on specific activities, to ask "what can WFP do better with food aid than others can do with cash" and to avoid overextension by trying to cover all aspects of development. The deliberations affirmed the desirability of a country program approach, which seeks to meet emergency needs, feed vulnerable groups and help build self-reliance. However, participants acknowledged the impossibility of maintaining country programming when thousands of refugees are pouring across a border with little or no warning.

With UNHCR, UNDHA and several NGOs in attendance, December's 38th CFA sought to implement policies discussed in May. Those policies were codified in a lengthy mission statement, which recognized both sides of the relief-to-development continuum, the primacy of the former, and the potential of the latter to ameliorate the need for constant emergency



interventions. In accord with UN General Assembly resolution 47/199, participants supported the program (instead of project) approach to make WFP's work more integrated, coherent, focused and flexible. This would, however, mean planning on something more than a year-to-year or biannual budget basis, and in consultation with other UN agencies. WFP will have to be careful in avoiding "entitlements" under this new regime, which is designed to optimize the effectiveness of limited resources rather than expand demands on over-burdened donors. Indeed much 38th CFA deliberation centered on budget strain and the demand for accountability of the resources expended. WFP was criticized for poor accounting procedures in the recent past and lauded for the seriousness of its current amelioration efforts. In accordance with UN General Assembly resolution 48/162 on ECOSOC reform, the CFA agreed to accept transformation of its governing board into an executive board composed of 36 countries, with continued regional and economic balance among the membership.

### ***Subcommittee on Projects***

The Subcommittee on Projects (SCP), of which the United States is also a member, met twice during 1994 in order to review country-specific proposals for development and protracted refugee operations recommended by the WFP Secretariat as recipients of food aid. The May session gave favorable consideration to eight development projects (Ghana, Sierra Leone, Lesotho, Bangladesh, China, India, Ecuador and the Dominican Republic) valued at \$97 million, and \$118 million to assist 2.7 million refugees and displaced persons in or near Liberia and Uganda. Consistent with UNHCR/WFP protocols, the full cost of internal transport, shipping and handling is included in each emergency project. The countries themselves cover these costs for development projects. The U.S. Delegation urged concentration on those food-insecure countries that demonstrate an ability to manage and sustain these projects. WFP should use its comparative logistical and procurement advantage to focus on refugee relief and emergency operations.

The December SCP meeting recommended six development projects (Mozambique, Bhutan, India, Egypt, Peru and Jamaica) totaling \$121 million, and two protracted refugee operations (Cambodia and Afghanistan) totaling \$100 million. Donors coalesced around the SCP's intended organizing principle—the application of rigorous evaluation standards to proposed projects—and in so doing, the session overcame a past tendency to automatically endorse project proposals. The U.S. Delegation noted WFP's food management strengths, its development planning weaknesses, project technical flaws, and the near total absence of project termination provisions. Participants affirmed the hope that lessons learned from progress reports will continue to be used in the design and operation of future projects. The Committee echoed U.S. Delegation themes on the importance of reliable monitoring and evaluation systems, adequate consideration of sustainability and measures to ensure a participatory approach to development.

At the respective CFA sessions the following week, all projects recommended by the SCP were approved. As is customary, all CFA and SCP decisions were reached by consensus.

## **UN Population Fund**

The UN Population Fund (UNFPA) has been the leading multilateral source of financial assistance for population activities and programs in developing countries since 1969. It operates under the policy guidance of ECOSOC. Its Executive Director, Dr. Nafis Sadik, of Pakistan, has headed the organization and its staff of about 800 since 1987. UNFPA provides population assistance programs in over 140 countries and territories throughout the world with a program budget of \$250 million in 1994.

The UNDP/UNFPA Executive Board governs UNFPA, providing policy guidance, reviewing UNFPA programs and operations, and setting funding and staffing levels. As one of 36 members of the UNDP/UNFPA Executive Board, the

United States participates actively in the governance of UNFPA.

UNFPA funds programs for a wide range of voluntary population activities. Areas of focus include maternal and child health and family planning; information, education and communication about population issues; data collection and analysis, such as census assistance activities; population policy formulation; and integrated activities linking population with women in development or environmental objectives. UNFPA supports projects to create awareness among policymakers and the public at large about the effects of rapid population growth on economic development. UNFPA does not provide funding for abortion. UNFPA promotes the principle of voluntarism in population programs and opposes coercive population programs.

UNFPA is funded through voluntary contributions from donor countries. Since its inception in 1969, cumulative pledges have totaled approximately \$3.2 billion from 161 donors.

In fiscal year 1985, Congress enacted the Kemp-Kasten amendment to the Foreign Operations Appropriations Act, prohibiting the U.S. Government from providing assistance to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization. This amendment has been reenacted in every Foreign Operations Appropriations Act since 1985. Each year between 1985 and 1992 a determination was made that U.S. assistance to UNFPA would violate the Kemp-Kasten amendment because of UNFPA's program in China.

In 1993, 1994 and 1995 the U.S. Government reviewed UNFPA's program in China and the meaning of the Kemp-Kasten amendment and determined that U.S. funding would not be in violation of U.S. law. On this basis, the Administration acted to restore U.S. participation in the multilateral donor community for population activities by providing a contribution of \$14.5 million to UNFPA in 1993. In 1994 the

U.S. contribution was increased to \$40 million. Since 1993 U.S. contributions have been subject, *inter alia*, to the condition that U.S. funds be kept in a separate account and not be spent for assistance to China.

UNFPA assistance complements bilateral assistance provided by the U.S. Agency for International Development through support of much-needed programs. UNFPA supports activities in over 140 countries, whereas U.S. AID concentrates its assistance for population and related health and development programs in about 40 countries, with smaller amounts of assistance to another 30 or so.

### ***International Conference on Population and Development***

UNFPA activity in 1994 focused in large measure on the International Conference on Population and Development (ICPD), which took place in Cairo September 5–13. UNFPA, along with the UN's population division, served as the Secretariat for the conference, which focused the world's attention on critical population issues. During the conference 180 nations agreed on a forward-looking program of action which embodies a comprehensive approach to addressing issues related to population and development. This new approach addresses population issues in the context of poverty alleviation, environmental protection, women's rights and reproductive health. Developed and developing nations alike agreed that resources to support this program are urgently needed—and that inaction would be far more costly.

UNFPA will continue to provide important leadership in the international effort to implement the program of action. Under the leadership of Dr. Sadik, UNFPA has launched a review of program priorities and future directions of UNFPA in light of the new approach agreed to in Cairo.

### ***Governance***

The UNDP/UNFPA Executive Board addressed UNFPA governance issues during its annual session in Geneva, June 13–17, as well as during one of its regular sessions, which took place in New York, October 6–10. Major issues discussed included the annual report of the Executive Director



for 1993; the UNFPA work plan for 1995–1998; the UNFPA Report on the Global Initiative on Contraceptive Requirements and Logistic Management Needs in Developing Countries in the 1990s; UNFPA Financial, Budgetary and Administrative Matters; and the UN Joint and Cosponsored Program on HIV/AIDS.

**Annual Report 1993.** Commenting on UNFPA's 1993 annual report, Dr. Sadik noted that UNFPA income for 1993 was 7.8 percent lower than for 1992, due mainly to exchange rate fluctuations and a slight decline in donor contributions. Family planning and associated information and communications programs continued to account for the majority (69 percent) of UNFPA expenditures in 1993, in line with previous directives of the UNDP/UNFPA Governing Council. In 1993/1994 UNFPA took new initiatives to: introduce a broader range of reproductive health services in its family planning programs; improve the quality of maternal-child health and family planning (MCH/FP) service provided; and strengthen its advocacy role and direct support for activities to empower women. UNFPA also continued to provide support for HIV/AIDS prevention and treatment in 93 countries,

**UN Joint and Cosponsored Program on HIV/AIDS.** The Executive Board decided to support participation of the UN Population Fund in the UN Joint and Cosponsored Program on HIV/AIDS.

## **UN Commission on Human Settlements**

The UN Commission on Human Settlements (UNCHS) was established by resolution 32/162 of the UN General Assembly in December 1977, following the UN Conference on Human Settlements (Habitat I) held in 1976 in Vancouver, Canada. The same resolution established a Secretariat for the Commission, known as the UN Center for Human Settlements (Habitat), which has its permanent headquarters in Nairobi, Kenya. The Commission and the Center were created from existing UN bodies to consolidate human settlements activities, as well as to give them new emphasis. The Com-

mission meets biennially; its next session will be in April/May 1995 in Nairobi, Kenya.

The Commission promotes international cooperation in the field of human settlements and seeks to increase the resources available to developing countries in human settlements. It consists of 58 member states elected for 3-year terms. The United States has been a member since 1977. The Commission provides policy guidance to Habitat and serves as its governing body. In January 1994, Wally N'Dow (Gambia), former UNDP Resident Representative in Tanzania, was named Assistant Secretary General of the Center, responsible for the day-to-day management of the institution. The U.S. Permanent Representative to the UN Environment Program (UNEP) is also accredited as Permanent Representative to the Center.

The United States has played an important role in the formation and development of both the Commission and the Center, actively participating in the biennial meetings of the Commission and working to keep its focus on important technical and policy issues. In turn, UNCHS has provided a useful forum to address key urban policy issues and to improve donor coordination. Through this forum, U.S. views have reached a broad audience and have established a recognized leadership role for the United States in the housing and urban sectors.

### ***Programs and Funding***

The responsibilities of the Center for Human Settlements include coordinating and reviewing all human settlements activities within the UN system, executing human settlements projects, and serving as a focal point for information exchange. Toward this end, it performs research, conducts training, carries out technical assistance projects for developing countries, and provides information on human settlements and urban issues through studies, reports and advisory services.

The UN General Assembly approved a revised allocation of \$15.2 million from the UN regular budget as the Center's

regular budget for the biennium 1994–1995. In addition, the Center was expected to receive an estimated \$91.7 million in extrabudgetary resources for the biennium. These funds include payment for services provided by the Center to other elements of the UN system, such as the UN Development Program (UNDP), as well as voluntary contributions from member states. The U.S. voluntary contribution to the Center in 1994 was \$400,000. Other major contributors are Denmark, Finland, Japan, Netherlands and Sweden.

### ***Habitat II***

The 47th session of the UN General Assembly in 1992 adopted by consensus resolution 47/180, which called for the convening of a second UN Conference on Human Settlements (Habitat II), to be held in Istanbul in June 1996. Habitat II is expected to make new recommendations for national action in the field of human settlements, as well as produce recommendations for bilateral and multilateral assistance policies and programs in the housing and urban sectors. In March 1994 the Center's Assistant Secretary General, Wally N'Dow, was named Secretary General of the Conference. The Center also established an *ad hoc* Secretariat at its Nairobi headquarters to coordinate Habitat II preparations. A follow-up resolution was adopted, without a vote, at the 49th General Assembly on December 19. (Resolution 49/109.)

Much of the work undertaken by the Center for Human Settlements in 1994 was related to preparations for the Conference. The first substantive meeting of the Preparatory Committee was held in Geneva April 11–22. This meeting provided guidance for national and international preparations for Habitat II. It also outlined the statement of principles and commitments and the Global Plan of Action, which are expected to be the major outcomes of the Conference in 1996.

As outlined by the preparatory committee, Habitat II is expected to be a major departure from the government-oriented policy agenda which emerged from the 1976 conference in Vancouver, Canada. Its conclusions will reflect lessons learned from the experience of the ensuing two decades and will be based on the “enabling” strategies that emphasize

action by the private sector, local communities and nongovernmental organizations, and minimize direct government production of housing.

In the months following the preparatory committee meeting, activities focused on country preparations. UN Center and Habitat II Secretariat staff provided technical assistance to countries in preparing their national reports, particularly on the use of housing and shelter sector indicators. Several regional training workshops were held and will continue through 1995. National reports are to be submitted in December 1995. Habitat II organizers believe that these reports will form an important baseline of data, not heretofore collected, on the state of human settlements around the world.

## **Commission on Transnational Corporations**

Economic and Social Council (ECOSOC) resolution 1913 (LVII) established the UN Commission on Transnational Corporations (UNCTC) in 1974 to assist ECOSOC "in fulfilling its responsibilities in the field of transnational corporations." The original UNCTC mandate included: acting as the forum within the UN system for consideration of issues related to transnational corporations (TNCs); promoting an exchange of views on those issues among governments, international organizations, trade unions and business and consumer groups; providing guidance to the (now defunct) Center on Transnational Corporations; and developing a code of conduct for TNCs. In 1994 the UNCTC ceased to exist. As part of its final act, the UNCTC met a long-standing U.S. objective by deciding that the UNCTC's successor organization would avoid consideration or negotiations of a code on conduct for TNCs.

The UNCTC met once in 1994, holding its 20th and final session on May 2–11. The UNCTC formalized its transformation into a subsidiary body of the UN Conference on Trade and Development (UNCTAD).

As part of the integration into UNCTAD, the UNCTC drafted the mandate for this new UNCTAD subsidiary body to be known as the Commission on International Investment and Transnational Corporations (IITC). (ECOSOC resolution



1993/49, as confirmed by the 48th UN General Assembly, had authorized the UNCTC to redefine its mandate.) The UNCTC then forwarded the IITC terms of reference to the 1994 ECOSOC, which gave its approval in resolution 1994/1. ECOSOC then forwarded the recommendation to the 49th UN General Assembly, which formally endorsed the consensus in resolution 49/130. The executive session of the UNCTAD Trade and Development Board (TDB) is expected to complete the adoption of the IITC mandate, as approved by ECOSOC and the UN General Assembly, at the second portion of its 41st session in October 1995.

In addition to considering the new mandate and the integration into UNCTAD, delegations to the UNCTC's 20th session reviewed reports and exchanged views on a number of issues. Topics of discussion included international standards of accounting; trends in foreign direct investment in developing countries, especially in Africa; the role of TNCs in services; and the Organization for Economic Cooperation and Development (OECD) Guidelines for Multinational Enterprises.

The UNCTC disapproved a recommendation of its subsidiary organization, the Intergovernmental Working Group of Experts on International Standards of Accounting and Reporting (ISAR), to negotiate international standards for accounting. The UNCTC decided that ISAR should await consideration of accounting issues in the World Trade Organization (WTO), as part of the General Agreement on Trade in Services. The UNCTC agreed, however, to maintain ISAR as a subsidiary working group of the new IITC.

### *Code of Conduct*

The UNCTC established an intergovernmental working group in 1977 to draft language for an international code of conduct for TNCs. International support for such a code has waned considerably since the 1970s. At its 20th and final session, the UNCTC took no action on adopting such a code. Under the agenda item traditionally devoted to this topic, a representative of the OECD in Paris led a discussion on the

experience of the OECD's Voluntary Guidelines for Multinational Enterprises.

The UNCTC approved a mandate for its successor organization, the IITC, which precludes the possibility of further consideration or negotiation of a code of conduct. ECOSOC and the UN General Assembly later endorsed that mandate, which the UNCTAD TDB will finalize in October 1995.

## **UN Conference on Trade and Development**

The UN Conference on Trade and Development (UNCTAD) is a major organization of the United Nations concerned with economic policy issues of trade and development. UNCTAD is a forum in which the 187 member countries conduct policy discussions designed to promote international economic cooperation for development, examining both national experiences and international actions. UNCTAD publishes statistical and analytical reports and provides technical assistance. UNCTAD reports directly to the UN General Assembly.

UNCTAD meets in conference sessions once every 4 years to discuss policies, review past work and set new work programs. Between conference sessions, the Trade and Development Board (TDB) meets semiannually to carry out the functions of the conference. Standing committees, established for 4-year durations, meet between quadrennial sessions. *Ad hoc* working groups, concentrating on narrowly focused issues, have a 2-year duration.

The most recent conference, UNCTAD VIII, was held in February 1992 in Cartagena, Colombia. At that meeting, the developed and developing countries set a new tone in UNCTAD by working cooperatively to create "A New Partnership for Development," which is embodied in the conference document, the Cartagena Commitment. Member states agreed that the organization should focus on policy analysis and technical cooperation programs to promote development through trade, investment, market economics and good government. The positive leadership exerted by the U.S. Delegation

tion to UNCTAD VIII helped bring about and shape the new approach.

At UNCTAD VIII, members adopted new work methods and a new work program designed to bring tangible, rapid benefits to members, especially developing countries and countries in transition to a market economy. There is now a clear emphasis in UNCTAD meetings on the responsibility each country has for its own development.

In 1994 members concluded the first set of *ad hoc* working groups, which explored such topics as "Comparative Experiences in Privatization," "The Interrelationship between Investment and Technology Transfer" and "Non-Debt Creating Resources for Development," which includes foreign direct investment and development of capital markets.

The United States hosted the World Symposium on Trade Efficiency in Columbus, Ohio, in October 1994, which concluded the work of the *Ad Hoc* Working Group on Trade Efficiency. This was the first major UN conference hosted by the United States since 1945. The event highlighted the importance and benefits of information technology in promoting international trade and economic development. It fostered support and encouragement to developing countries moving toward privatization and trade liberalization and using the market to promote development.

The conference welcomed delegations from 137 countries, including 80 trade ministers, 300 CEOs of small- and medium-sized businesses, 150 mayors from around the world, and 154 technology show exhibitors. This was a new and innovative format for the United Nations, integrating public and private sectors in an open exchange of views that look to practical, market-oriented solutions to real problems of economic development.

Several senior U.S. Government officials participated, including Vice President Gore, who appeared in an interactive video teleconference, and Secretary of Commerce Ronald Brown, who chaired the Summit's ministerial segment. The General Assembly passed a resolution during its 49th session

that notes the achievements of the U.S.-hosted symposium in which the importance of market forces and trade liberalization in achieving economic development was underscored, and which encourages UNCTAD to continue its efforts to promote the use of the global marketplace to support development.

## **World Trade Organization**

The World Trade Organization (WTO), successor to the General Agreement on Tariffs and Trade (GATT), will enter into force on January 1, 1995. The United States is a founding member of the WTO and was an original member of the GATT from its inception in 1947. The WTO was established by the Uruguay Round of multilateral trade negotiations, which was concluded in December 1993 by 123 GATT contracting party members. At the end of 1994, nearly 90 countries and customs territories, accounting for more than four-fifths of world trade, had ratified the Uruguay Round and had taken the formal steps necessary to bring the WTO into force. Applications for accession to the WTO were outstanding from about 20 countries at the end of 1994.

The WTO is the principal multilateral organization through which the United States seeks to improve the global trading system. It is the foremost intergovernmental forum for examining trade issues and resolving trade disputes. Unlike its predecessor, the WTO will administer the package of Uruguay Round agreements to which all members are committed. Further, these agreements extend the general principles to important new areas, such as trade in services, protection for intellectual property rights and certain trade-related investment measures.

Since the inception of the GATT in 1947, international trade has grown significantly in volume, importance and complexity. Eight rounds of multilateral trade negotiations have succeeded in reducing average tariffs in developed countries from more than 40 percent in 1947 to less than 4 percent. In the Uruguay Round, developing countries committed to cut tariffs by an average of 25 percent. For the United States, this improved market access spells the expansion of trade,



employment, investment and production in high-value sectors. Economists estimate that lower foreign trade barriers will result in \$100–\$200 billion annually being added to our GDP by 2004 when the Uruguay Round agreement is fully implemented.

### ***U.S. Trade Agenda***

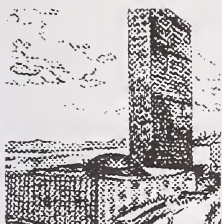
The U.S. trade agenda has as its priority to implement and build on major achievements of the past 2 years in order to capitalize on global opportunities to expand economic cooperation and trade and raise the standard of living for our citizens. The United States must first see that the Uruguay Round agreements and commitments are implemented fully. Successful implementation will open markets further to U.S. exports of goods and services and investments. The United States will continue to pursue important progress in areas where the United States is highly competitive. These efforts will include completing unfinished negotiations left over from the Uruguay Round, such as financial and basic telecommunications services, greater protection for intellectual property rights and standards.

In addition, the United States will continue efforts to expand trade through regional initiatives—Asia-Pacific Economic Cooperation Forum and a Free Trade Area of the Americas—which were launched by the Administration in 1994. These regional arrangements provide the opportunity for comprehensive, cooperative approaches to trade and investment liberalization, and they help to strengthen global cooperation and the multilateral trading system. The United States will continue bilateral efforts as the most effective means of resolving trade problems with trading partners; resolving these problems is essential to protect vital interests and set high standards for trade interaction in a broader context. It is in U.S. interest to ensure that the rule of law and institutions are strengthened.

Since World War II, the United States has provided the leadership for the world in broadening economic opportunities and expanding free trade. President Clinton reaffirmed this commitment when he called on Americans, on Congress-

sional acceptance of the Uruguay Round, to continue to lead the world to a more prosperous and secure place.

## Part 4



# Social and Humanitarian Issues

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## Introduction

The Third Committee of the General Assembly addresses social, humanitarian and cultural issues. At the 49th General Assembly, the Third Committee actively discussed and adopted many resolutions on human rights, including U.S.-initiated resolutions on Cuba, Sudan and the former Yugoslavia. The United States was a key player in the negotiations leading to the establishment of an International Tribunal to investigate and prosecute violations of international humanitarian law in the former Yugoslavia. In support of those efforts, the United States contributed \$3 million and detailed 20 individuals to the chief prosecutor's office. Other resolutions covering country-specific human rights situations (including Burma, Iran, Somalia, Haiti and Iraq) as well as other human rights issues such as electoral assistance and democratization, torture, summary and arbitrary execution, and religious intolerance will be addressed in Part 5. This part covers social and humanitarian issues.

Although the Commission for Social Development (CSD), a 32-member subsidiary body of the Economic and Social Council (ECOSOC), did not meet in 1994, the General Assembly considered questions relating to the world social situation, youth, aging, disabled persons and the family. Preparations for the World Summit for Social Development (WSSD) were prominently featured in these discussions, and a portion of the Third Committee's agenda was devoted to informal, intersessional consultations in that regard. The General Assembly also devoted two plenary sessions to an International Conference on Families.

A strong omnibus resolution on strengthening the coordination of UN emergency humanitarian assistance was adopted by the General Assembly, as were resolutions on the International Decade for Natural Disaster Reduction (IDNDR), the establishment of a national voluntary emergency humanitarian relief corps ("White Helmets") and early warning. The United States successfully included language in the omnibus resolution that will significantly improve the functioning of the UN Central Emergency Revolving Fund (CERF).

Another important activity receiving special attention by the Third Committee was assistance to and protection of refugees. Five resolutions related to refugees were adopted at the 49th General Assembly, including an omnibus resolution on the Office of the UN High Commissioner for Refugees. Resolutions on assistance to unaccompanied refugee minors, problems of refugees, displaced persons and migratory movements in the CIS and neighboring states, and assistance to refugees, returnees and displaced persons in Africa were also adopted. A separate resolution was adopted to expand the membership of the Executive Committee of the Program of the High Commissioner for Refugees to include Bangladesh, India and Russia.

In the area of crime prevention and criminal justice, the Third Committee considered the report of the Naples Ministerial meeting on organized crime and reviewed preparations for the Ninth UN Congress on Crime Prevention and Treatment of Offenders, including accepting the Government of Egypt's offer to act as host following withdrawal by the Government of Tunisia of its offer.

## **Crime Prevention and Control**

The UN Commission on Crime Prevention and Criminal Justice was established as a Commission of ECOSOC in 1992, transferring to governments the issues previously considered by independent experts. The third session of the Commission met in Vienna, April 26–May 6, 1994.

The Commission considered a number of priority themes, so designated at the establishment of the Commission. These



were: national and transnational crime, organized crime, economic crime (including money laundering) and the role of criminal law in the protection of the environment; crime prevention in urban areas (juvenile and violent criminality); and efficiency, fairness and improvement in the management and administration of criminal justice and related systems.

The Commission adopted by consensus the following resolutions: "Organized transnational crime" (Resolution I), "Control of the proceeds of crime" (Resolution II), "Criminal justice action to combat the organized smuggling of illegal migrants across national boundaries" (Resolution III), "Protection of the environment" (Resolution IV), "Strengthening the UN Crime Prevention and Criminal Justice Program" (Resolution V), "Proposal for the development of minimum rules for the administration of criminal justice" (Resolution VI), "UN Standards and Norms in Crime Prevention and Criminal Justice" (Resolution VII), "Preparations for the Ninth UN Congress on the Prevention of Crime and the Treatment of Offenders" (Resolution VIII), "Proposed Guidelines for the Prevention of Urban Crime" (Resolution IX), "African Institute for the Prevention of Crime and the Treatment of Offenders" (Resolution X), "Technical Operation" (Resolution XI) and "Criteria and procedures for the affiliation with the United Nations of institutes and centers and the establishment of UN subregional institutes in the field of crime prevention and criminal justice" (Resolution XII).

Preparation for the Ninth Congress was an important area of discussion at the Commission. Setting the agenda and establishing the themes of priority for this conference were among the more important preparatory plans discussed. Commission resolution VIII, discussing in detail the preparations for the Ninth Congress, was adopted by consensus.

A related resolution was adopted at the 49th UN General Assembly. Resolution 49/157 on "Crime prevention and treatment of offenders," was adopted without a vote. This resolution approved that the Ninth UN Congress be held at Cairo April 29–May 10, 1995, with the Government of Egypt serving as the host. This came about in response to the withdrawal

by the Government of Tunisia as host. It was also decided that the theme of the Ninth Congress would be "Less crime, more justice: security for all." Furthermore, this resolution called for the Secretary General to facilitate the broader participation of developing countries by providing the necessary resources for the travel and per diem of delegations from least developed countries. This resolution also called upon the Secretary General to support the operational activities and advisory services program, within existing resources of the UN budget. It once again asked the Secretary General to take necessary measures to upgrade to a division the Crime Prevention and Criminal Justice Branch of the Center for Social Development and Humanitarian Affairs.

The United States cosponsored resolutions V and XI, which urged the strengthening of the UN crime prevention and criminal justice program and requested the technical cooperation necessary to support such a program. A similar resolution was adopted in the UN General Assembly by consensus on December 23. It served to reaffirm the importance of strengthening and funding the criminal prevention and criminal justice program. (Resolution 49/158.)

In 1994 the Commission also adopted by consensus resolution X on the "African Institute for the Prevention of Crime and the Treatment of Offenders," which called for funding from regional voluntary contributions from within the overall program budget of the United Nations and from extrabudgetary resources. This resolution also requested that the functioning and program of work of the Institute remain under review, aiming at integrating it fully into the overall crime prevention and criminal justice program. At the UN General Assembly resolution 49/156, addressing the same issue, was also adopted by consensus. In 1993 the United States had been the only country to vote against this resolution since it did not call for funding from regional voluntary contributions. Efforts by the African Institute to increase its efficiency and contribution

to the overall program as well as the reference to extrabudgetary funding allowed the adoption by consensus.

Finally, the Commission adopted resolution I on "Organized transnational crime," making reference to the preparations for the World Ministerial Conference on Organized Transnational Crime to be held at Naples, Italy, October 24–26. This resolution requested that the Secretary General continue collecting, analyzing and disseminating information on the incidence, expansion and effects of organized transnational crime. A similar resolution was adopted at the 49th UN General Assembly, without a vote, following the World Ministerial Conference on Organized Transnational Crime. (Resolution 49/159.) Approval of the Naples Political Declaration and Global Action Plan against Organized Transnational Crime was granted. The resolution also urged that states implement both the declaration and action plan as a matter of urgency.

## **Drug Abuse Control**

During 1994 the United States proposed initiatives in the UN General Assembly, ECOSOC and the Commission on Narcotic Drugs (CND) to strengthen the delivery of UN drug control assistance and enhance international counternarcotics cooperation. In response to the expanding drug threat, the UN International Drug Control Program (UNDCP) strengthened its programs and facilitated increased cooperative efforts.

## **UN International Drug Control Program**

The UN International Drug Control Program (UNDCP) was established on January 1, 1991. Giorgio Giacomelli of Italy, the first Executive Director of the Program, functions as the coordinator of antidrug efforts within the United Nations and as the UNDCP Executive Director. UNDCP provides expertise to governments in complying with narcotics treaty obligations, and offers assistance in areas such as alternative

development, strengthening institutions, law enforcement, control of precursor chemicals and demand reduction.

In 1994 the UNDCP budget of approximately \$95.3 million, financed primarily by voluntary contributions, enabled the provision of assistance to 57 countries for regional and country-specific programs. UNDCP increased its 1994 activities in the areas of institution building, such as law enforcement and judicial training assistance; and demand reduction, including drug prevention education, and treatment and rehabilitation of drug-dependent persons. UNDCP assistance is targeted to the key drug producing and trafficking areas in Asia, the Caribbean, Latin America and more recently in the NIS (newly independent states, parts of the former Soviet Union).

Recognition of the regional nature of the drug trade, has prompted UNDCP to shift its approach to foster increased cooperation particularly in border areas. Programs in Asia concentrate on fostering a counterdrug dialogue between Burma, the world's largest heroin producer, and its neighbors Thailand, China and Laos. In 1994 UNDCP duplicated this programming approach in South Asia. In addition to the large country programs in key heroin producing areas of Afghanistan and Pakistan, a new South Asia law enforcement program began in 1994. UNDCP is also targeting new drug threats, primarily in Asia. As a result, in 1994 UNDCP opened an office in Tashkent, Uzbekistan, to develop an assistance program for the Central Asian states, a key poppy growing area. UNDCP also began designing programs to target the emerging heroin problems in Vietnam and Cambodia.

In order to increase the commitment of recipient countries to drug control, UNDCP increased its efforts in advising countries in the development of "master plans," as a tool to strengthen and focus national commitments on all aspects of drug control, and for identifying and prioritizing assistance needs. UNDCP established an internal evaluation unit and



increased monitoring and assessment of its programs to evaluate the success of drug control efforts.

UNDCP continued to support the treaty-based functions of the International Narcotics Control Board (INCB). Through the INCB Secretariat, which is located within UNDCP, there was progress on efforts to establish a database to assist national governments in tracking chemical exports. UNDCP also prepared a model legislation package to strengthen government implementation of the UN drug conventions. The package has already been used by countries from Latin America and the Caribbean to the NIS.

In 1994 UNDCP sought to mobilize increased support from the UN agencies, multilateral development banks and nongovernmental organizations for drug control. UNDCP signed several new cooperative agreements with other UN specialized and technical agencies. Additionally, UNDCP held several in-country meetings in 1994 to gain UN and World Bank support for alternative development programs that include drug control objectives.

Although more than 50 governments and other sources contributed \$65 million in 1994, UNDCP is primarily funded by its 10 largest donors. The West Europeans and Japan channel most of their international drug control assistance through UNDCP. The United States contributed \$4.3 million in 1994, as provided by the Bureau of International Narcotics and Crime, Department of State. UNDCP estimated that in 1994 the program expended \$82.7 million of \$95.3 million of available resources.

During 1994 the United States played a leadership role in guiding the work of UNDCP, including participation in consultative meetings of the group of major donors to the program. As a key contributor to UNDCP, the United States had the opportunity to have input to the program design as well as to earmark monies for specific projects. The 1994 U.S. contribution was focused on key heroin producing areas in South and South East Asia where bilateral efforts are constrained by resource or political limitations. The United States continued

to promote UNDCP projects that include strong drug control objectives and evaluation.

Also with U.S. funds, UNDCP established programs to provide training in chemical control investigations. U.S.-financed programs for training judges and prosecutors and for assisting governments to draft legislation to comply with the UN Drug Conventions were already under way in the Caribbean, Latin America and the NIS. The United States also supported UNDCP's efforts to work within the United Nations to garner increased support from other UN bodies such as UNDP, FAO, UNICEF and the Multilateral Development Banks.

## **International Narcotics Control Board**

The International Narcotics Control Board (INCB) was established under the Single Convention on Narcotic Drugs of 1961. The mandate of the 13-member Board is to promote governmental compliance with the various drug control treaties and monitor both licit and illicit drug supply.

In its annual report, the INCB analyzed general trends in trafficking, abuse and licit and illicit production. In 1994 the INCB focused on the expanding drug abuse and trafficking trends and the growing sophistication and power of organized criminal groups. The Board highlighted the need for universal adherence to and implementation of the UN conventions, a key objective for the United States. The INCB noted that many countries which have major chemical manufacturing and exporting industries had not yet acceded to the 1971 UN Drug Convention. The INCB report also invited governments to consider demand reduction as a national high priority in drug control efforts.

In the report, and a special supplement, the INCB focused on evaluating the effectiveness of the international drug control instruments, primarily the 1961, 1971 and 1988 UN drug conventions. The report was prompted by a request of the UN General Assembly. The Board concluded that the three major international treaties on drug control were mutu-

ally supportive and complementary in objectives. Although the Board noted a need for several small technical adjustments in several of the conventions, these changes were considered to be fairly minor.

The United States strongly supported the important role of the independent INCB. The United States consulted closely with the Board in 1994, particularly in the area of licit opium production. The United States believed, however, that the issue of diversion of opium from the licit opium fields deserved greater attention from the Board. The United States also worked closely with the Board to promote increased compliance with the UN conventions. The Board's efforts to present an effective argument against the legalization of possession or use of drugs was also significant.

## **Commission on Narcotic Drugs**

During the 37th session of the Commission on Narcotic Drugs (CND) in Vienna, April 13–22, 12 resolutions were adopted. The 53-member Commission forwarded three of these for ECOSOC action. Several were initiated by the United States, including one that called for creating a working group to improve international maritime interdiction efforts; one that requested cooperation between the UN Crime Branch and UNDCP; and another on drug abuse and HIV/AIDS.

The United States was pleased with the broad agreement at the CND on establishing a maritime working group to increase maritime counter-drug cooperation. The working group included 35 member states. It met during September 1994, and was expected to meet again in February 1995 to produce recommendations for maritime cooperation in a final report for the CND in 1995.

The United States worked closely with the Canadian Government to emphasize the areas of potential cooperation between the crime branch and UNDCP. The result was a strong resolution recommending that the two organizations

coordinate on specific country projects and broader programs at the headquarters level.

The United States also initiated a resolution to highlight the links between drug abuse and HIV/AIDS. The resolution urged member states to take steps to reduce both drug abuse and HIV/AIDS through prevention, education and treatment, and called for cooperation between UNDCP and the proposed new UN joint program on AIDS.

As follow-up to the UN General Assembly high-level plenary session on narcotics in 1993, the CND was asked to consider how best to increase the effectiveness of international antidrug efforts on alternative development, trafficking, demand reduction and money laundering, and to examine the implementation and effectiveness of the international drug treaties. The CND established an *ad hoc* advisory group which, with the International Narcotics Control Board, was to work together with the UNDCP Executive Director in preparing an assessment of the issues contained in General Assembly resolution 48/12.

In August and again in December 1994, the advisory group of 10 individuals met in Vienna under the Executive Director's auspices and developed a report on a broad range of issues.

The United States cosponsored other resolutions important to U.S. interests, including one on UN system cooperation on drug control. The System-Wide Action Plan (SWAP) on Drug Abuse Control, a planning mechanism for furthering system-wide cooperation, was revised and updated in 1994 as requested, and included an annex of submissions from a number of UN agencies. The CND asked the Executive Director of UNDCP to ensure coordination, complementarity and non-duplication of effort in drug control activities across the UN system, and to assess the potential for incorporating drug control aspects into programs of international financial institu-



tions. All governments were urged to support increased attention to the drug problem.

## **ECOSOC Consideration**

International drug control issues received prominent attention at ECOSOC in 1994. ECOSOC's coordination segment, July 11–12, focused on UN system action to combat the illicit production, sale, demand, traffic and distribution of narcotic drugs. This meeting marked the first time UN agencies met with member states to discuss a broad range of drug control efforts and the role of the entire UN system. The discussions reaffirmed the leadership of UNDCP on drug matters, and led to new resolve by UN agencies to increase attention to the drug problem.

The U.S. Assistant Secretary of State for International Narcotics Matters emphasized that long-term, sustained development and unconstrained narcotics production and trafficking are incompatible. He noted that the illicit narcotics trade is a net drain on a country's economy and social sector and its consequences were to undermine the very development programs that UN agencies and the World Bank and similar institutions promote and fund. The further social cost that all governments with significant drug abuse and trafficking pay was stressed, such as sickness and disease exacerbated by the spread of drug related AIDS cases, squandered educational opportunities, homelessness, crime and endemic violence. He appealed to UN agencies and multilateral development banks to take the drug problem into account and use assistance to advance both developmental and narcotics control goals.

Under the development of the ECOSOC chairman, a document of agreed conclusions of the session was adopted. The conclusions affirmed the leadership role of UNDCP, urged a more strategic approach by the UN agencies, and called for greater attention to drug control issues at both the field and headquarters levels of these agencies. The 1994 ECOSOC

also adopted three draft resolutions and four draft decisions contained in the report of the Commission on Narcotic Drugs.

## **General Assembly Action on Drugs**

The UN General Assembly Third Committee meetings on drug control, on November 2–4, focused on the need to target drug problems in all arenas—social, political and economic—at national, regional and international levels, and on the need for increased resources and multilateral efforts. There was broad support for a multifaceted approach in international drug control assistance to include support for law enforcement, demand reduction and sustainable development, with an increased role for multilateral development banks. The Executive Director of UNDCP advised the General Assembly that international drug control policies are changing to focus increasingly on cooperation and multilateral efforts.

In an effort that had begun at the previous General Assembly on streamlining UN action on narcotics and eliminating redundancy, the Assembly adopted an “omnibus” resolution entitled “International action to combat drug abuse and illicit production and trafficking.” (Resolution 49/168.) To develop the text, the United States participated in a working group, chaired by Mexico and including the Bahamas, Bolivia, Cuba and Venezuela, all of which had previously initiated separate resolutions on drug control.

## **Disaster Relief and Humanitarian Relief Assistance**

### **Background**

Problems of poorly-coordinated disaster and humanitarian relief efforts in response to a series of complex emergencies in the late 1980s and early 1990s resulted in the adoption in December 1991 of General Assembly resolution 46/182, which established the position of an “Emergency Relief Coordinator.” Under the authority of resolution 46/182, the Secretary General in February 1992 established the Department of Humanitarian Affairs (DHA), which subsumed the former

Office of the UN Disaster Relief Coordinator (UNDRO). DHA is headed by an Under Secretary General who also assumed the title of Emergency Relief Coordinator. The current head of DHA, Peter Hansen (Denmark), was appointed by the Secretary General in 1993. DHA's Headquarters is located in New York with an office in Geneva. DHA is responsible for:

- Coordinating the UN response to natural disasters and complex emergencies;
- Organizing interagency needs assessments missions and consolidated appeals for contributions;
- Facilitating access by operational agencies to emergency areas;
- Serving as a central focal point with governments and nongovernmental organizations;
- Coordinating UN demining efforts and UN assistance to internally displaced people; and
- Promoting the smooth transition from relief to development operations.

DHA does not have its own separate governing body. DHA matters are discussed biennially in ECOSOC. The budget for DHA is also set biennially by the Fifth Committee (Administrative and Budgetary) of the General Assembly in the context of the overall UN budget. For the 1994–1995 biennium, DHA was allocated approximately \$15 million annually from the UN's regular budget. In addition, DHA maintains several extrabudgetary trust funds supported by voluntary contributions from donor governments. There are 210 DHA staff members (69 in New York and 141 in Geneva), about 40 percent of whom are funded through contributions from the regular budget and 60 percent through voluntary trust funds or special projects.

In 1992 the United States contributed \$6.2 million toward the establishment of the Combined Emergency Relief Fund (CERF). The CERF is for use by UN agencies involved in the initial phase of emergency relief. Funds borrowed from the

CERF are replaced by the requesting agency with funds raised through the consolidated appeal process. As of December 31, 1994, advancements from the CERF totaled \$109.4 million and reimbursements totaled \$96.8 million. The fund balance at the end of 1994 was \$38.7 million. Disbursements were made in 1994 to various UN agencies for emergency relief work in Somalia (UNICEF), Tajikistan (UNHCR and WFP), Rwanda (UNHCR, WFP, and the UN Human Rights Center), Kenya (UNDP), Sudan (UNICEF and FAO), Angola (UNICEF), Zaire (IOM) and Yugoslavia (WHO).

## **General Assembly Consideration**

Since the adoption of resolution 46/182 in December 1991, the international community has faced over 100 sudden-onset natural disasters and over 25 complex socio-political emergencies. Tragically, a combination of human-made and natural disasters has created an unprecedented demand for help by the United Nations in responding to humanitarian crises. Although there is much that the international community and the United Nations can be proud of in terms of responding to these crises, there is also a pressing need to plan together to meet future challenges with greater efficiency and success. The experience of the last 3 years in responding to these emergencies has demonstrated the validity of resolution 46/182 as providing the framework for coordinating UN relief assistance.

U.S. objectives going into the 49th UN General Assembly for the agenda item "Strengthening the coordination of emergency humanitarian assistance and disaster relief of the United Nations, including special economic assistance," were to: encourage better coordination among entities providing relief assistance; promote efficient use of resources; and support innovative proposals that could improve the provision of humanitarian assistance. The United States cosponsored four resolutions that will have an impact on the entire UN humanitarian relief system: an omnibus resolution on strengthening the coordination of emergency humanitarian assistance of the United Nations (49/139 A); a resolution on "White Helmets" (49/139 B); a resolution on IDNDR (49/22 A); and a resolu-



tion on early warning (49/22 B). All were adopted without a vote.

Resolution 49/139 A stresses the need for the Inter-Agency Standing Committee (IASC) to serve as the “primary mechanism for interagency coordination under the leadership of the Emergency Relief Coordinator”; urges the continued “financing of rapid-response coordination from the interest earned by the CERF”; stresses the need for DHA to be funded on “a sound and stable financial basis”; and invites the Secretary General to “explore solutions to achieve an adequate level of financing from the regular budget.” The United States included language in the resolution that will significantly improve the functioning of the CERF by: establishing a floor for the CERF which when reached will trigger an appeal for funds in order to ensure that the CERF has sufficient resources for agencies to draw upon; requiring UN agencies to justify in their request for CERF funds that they are borrowing the funds based on the original intended purpose of the CERF (i.e., to respond to the initial phases of an emergency requiring a system-wide response); broadening the donor base for the CERF; reformatting consolidated inter-agency appeals to highlight funds borrowed from the CERF and for what projects/programs (this will assist donors in their efforts to respond to the appeals); and exploring the feasibility of seeking in-kind donations to meet needs in the early stages of an emergency.

U.S. goals for the White Helmets resolution included supporting this Argentine-led initiative and assisting in the drafting of the resolution to ensure broad cosponsorship. Resolution 49/139 B had 59 cosponsors and calls on the Secretary General to present a report to the 1995 substantive session of ECOSOC detailing how the White Helmet proposal will be implemented, including how the White Helmets will coordinate with and complement existing UN programs. The resolution also encourages member states to establish emer-

gency humanitarian relief national volunteer corps, an important addition to international relief efforts.

Resolution 49/22 A on the "International Decade for National Disaster Reduction (IDNDR)" calls upon member states and the Secretary General to undertake measures in support of the IDNDR and, in particular, the Yokohama Strategy for a Safer World, adopted at the 1994 World Conference on Natural Disaster Reduction. In this regard, the United States announced at the 49th UN General Assembly a pledge of \$100,000 to support Decade activities and implementation of the Yokohama Strategy.

Resolution 49/22 B on early warning calls on the Secretary General to report to the 50th General Assembly on

. . . early warning capacities within the UN system and make proposals on how they may be improved and better coordinated in order to provide for an adequate response to natural disasters and . . . disasters with an adverse impact on the environment.

The inclusion in the resolution of "disasters with an adverse impact on the environment" (as opposed to natural disasters alone) and the request that governments should pay special attention to disaster prevention and preparedness were important objectives of the United States. The United States wanted to emphasize that disasters can be caused by other than natural phenomena and that disaster preparedness and prevention are not just the responsibility of the international community (as some delegations proposed), but also (and foremost) the responsibility of all governments whose countries are subject to natural disasters.

## **UN High Commissioner for Refugees**

### **Background**

The Office of the UN High Commissioner for Refugees (UNHCR) was established on January 1, 1951. The High Commissioner's original mandate was primarily international refugee protection. However, in 1952 the General Assembly authorized the High Commissioner to appeal for funds to permit giving emergency aid to the most needy groups of refu-

gees. This mandate was extended further in 1958 to allow the High Commissioner to appeal for funds to provide care and maintenance to refugees and to finance permanent solutions.

The current High Commissioner, Mrs. Sadako Ogata (Japan), was first appointed in 1991. With strong U.S. support, Mrs. Ogata was subsequently reappointed by the Secretary General to a new 5-year term approved by the 48th General Assembly. UNHCR is governed by a 47-member Executive Committee, of which the United States is a key player.

UNHCR performs the critical role of ensuring protection, providing material assistance and seeking durable solutions for refugees. The large outflow of refugees resulting from the tremendous increase in conflicts worldwide and the resulting outflow of refugees (e.g., former Yugoslavia, Horn of Africa, Liberia, Burundi, the Caucasus) highlight the importance of UNHCR's protection role.

UNHCR's estimated program expenditure in 1994 was approximately \$1.32 billion. The United States is the largest contributor to UNHCR, having contributed more than \$240 million in FY 1994.

## **Executive Committee Action**

Among the key issues discussed at the 45th session of the Executive Committee of UNHCR were: the High Commissioner's efforts to develop a more effective human resources management system; strengthening interagency cooperation (especially with the World Food Program (WFP) in joint refugee feeding operations); enhancing collaboration with NGOs begun by the Partnership in Action (PARINAC) process; UNHCR's emergency response to the recent crisis in Rwanda; continuing efforts to protect and assist refugees and displaced persons affected by the conflict in the former Yugoslavia; and the general recognition of the role of the Office of the High Commissioner in ensuring protection for all who need it.

While there was general agreement that the "time was not ripe" to seek a binding international instrument reflecting obligations towards refugees beyond those contained in the

1951 Convention Relating to the Status of Refugees or its 1967 Protocol, many members indicated a readiness to participate in discussions that could lead to the formulation of guiding principles which, while not binding in character, would promote more concerted international efforts to provide international protection. The Executive Committee noted the success of the cooperation between UNHCR and WFP in the area of food distribution and encouraged UNHCR to develop a similar cooperative arrangement with UNICEF to ensure better protection for refugee children, in particular unaccompanied minors. Member states also welcomed the High Commissioner's decision to establish within her office an inspection and evaluation service. This service will interact and coordinate with, as well as complement, the efforts of the newly created UN Office of Internal Oversight Services.

In a statement delivered in plenary, the U.S. Head of Delegation, Assistant Secretary of State for Population, Refugees and Migration, stressed the need to "apply what we learn from crises . . . to prevent ethnic cleansing, refugee flows, and the necessity for massive relief efforts." She encouraged all nations to support the reduction of the number and availability of landmines, noting that refugees are among the most vulnerable to mine injuries and that repatriation is facilitated when landmine problems are addressed. More specifically, she spoke of the need to further refine the service package concept developed by UNHCR in response to the Rwanda crisis. She said that together with member states, UNHCR should expand the definition of scope of the work to be done, subdivide the tasks to enable more governments to accept responsibility for package elements, and establish clearer and faster means of communication among field offices, UNHCR headquarters, and capitals. She also called for greater attention to the particular circumstances and needs of refugee women, including protection of refugee women from sexual violence, the need to place food distribution in refugee camps in the hands of women, the provision of adequate reproductive health services and treatment for refugee women, and the importance of family integrity and the need to keep refugee families, especially children, together. Finally, the Head of the



U.S. Delegation endorsed the statement in the Note on International Protection that "it is essential to adopt new approaches and strategies and to adapt the tools of the past to the needs of the present." She encouraged the High Commissioner to consult further with states to develop guidance on the concept of temporary protection, being careful not to replace existing mechanisms for granting permanent refugee status, but to add to the body of principles guiding refugee protection.

## **General Assembly Consideration**

Delivering the U.S. statement on this agenda item at the 49th UN General Assembly, the U.S. Representative spoke about the work of UNHCR that cuts across humanitarian, peacekeeping, political, human rights and migration issues. In explaining this point, he noted that the service package concept, which UNHCR developed in response to the overwhelming humanitarian crisis in Rwanda, is "an example of the necessity of blending approaches to peacekeeping with assistance to refugees." Likewise, the cooperation of UNHCR in international efforts to restore democracy in Haiti "blends humanitarian response with political actions to resolve a root cause of flight . . . ." Furthermore, the issue of providing temporary protection has now extended beyond refugees to "others who may be in need of protection as a result of conflict or grave abuses of human rights." The U.S. Representative also stressed the need to give increased support to UNHCR's efforts to draw international attention to the needs of refugee women. On the application by Russia, India and Bangladesh to become new members of the UNHCR Executive Committee, the U.S. Representative noted the seriousness with which the U.S. Government views UNHCR membership. He stressed that upon the General Assembly's approval of these new members, the "Executive Committee should take a close look at establishing criteria for future applicants for membership." He suggested that ratification of the 1951 Convention or 1967 Protocol, as well as "facilitation of the work of the High Commissioner through contributions made in kind, in

cash, or as a refugee-hosting country,” might be useful criteria.

Five resolutions related to refugees were adopted at the 49th General Assembly: “Office of the UN High Commissioner for Refugees” (Resolution 49/169); “Enlargement of the Executive Committee of the Program of the High Commissioner for Refugees” (Resolution 49/171); “Assistance to unaccompanied refugee minors” (Resolution 49/172); “Comprehensive consideration and review of the problems of refugees, returnees, displaced persons and migratory movements” (Resolution 49/173); and “Assistance to refugees, returnees and displaced persons in Africa” (Resolution 49/174). All were adopted without a vote.

The United States cosponsored the omnibus resolution on “The Office of the UN High Commissioner for Refugees.” Specifically, this resolution:

- Deplores the fact that in certain situations refugees and returnees and other persons of concern to the Office of the High Commissioner have been subjected to armed attack, murder, rape and other violations of or threats to their personal security and other fundamental rights have occurred, and calls upon states to take all measures necessary to ensure respect for the principles of refugee protection and humane treatment of asylum-seekers in accordance with internationally recognized human rights norms;

- Calls for a more concerted response by the international community to the needs of internally displaced persons and, likewise, calls upon states and all parties to conflicts to take all possible necessary measures to ensure impartial, safe and timely humanitarian access to persons in need of protection and assistance;

- Emphasizes the need, particularly in complex emergencies that include humanitarian and peacekeeping operations, to ensure respect for the High Commissioner’s protection

mandate and to preserve the impartial and purely humanitarian nature of the activities of the Office;

- Expresses profound concern at conditions in a number of countries and regions that seriously endanger the security of UNHCR staff and other relief workers and calls upon states and all parties to conflicts to take all necessary measures to ensure the security of international and local staff undertaking humanitarian work in the countries concerned; and

- Encourages the High Commissioner to continue to undertake initiatives for refugee women, in particular in the area of reproductive health.

The United States joined consensus on the resolutions on refugee children and the comprehensive consideration and review of the problems of refugees, returnees, displaced persons and migratory movements. The latter resolution calls upon the High Commissioner to consider comprehensive regional approaches to the problems of refugees and displaced persons and, specifically, to continue her efforts to convene a regional conference to address the problems of refugees, displaced persons, other forms of involuntary displacement and returnees in the CIS countries and relevant neighboring states.

The United States delivered an explanation of position on its decision to join consensus on the resolution enlarging the Executive Committee based on the points made by the U.S. Representative in the general debate under this agenda item. This explanation was supported by Germany, speaking on behalf of the European Union. The United States also delivered an explanation of position upon the adoption by consensus of the resolution on assistance to refugees, returnees and displaced persons in Africa. Noting the difficulty in drafting language which encompasses the vast and diverse issues surrounding refugee flows in Africa, the U.S. Representative noted that it was for this very reason that the United States in past years has questioned both the inclusiveness and accuracy of the refugee situation in Africa, which this perennial resolution endeavors to address. The U.S. Representative said the United States looks forward to "working with the sponsors

and supporters of this resolution during the preliminary drafting stages at the 50th General Assembly with the hope of developing a meaningful text which reflects the current situation of all refugees in Africa.” To facilitate the work in this regard, the U.S. Representative suggested that member states “may want to use the annual session of the Executive Committee and the collective wisdom of the refugee experts who attend that session to discuss possible elements of an African refugee resolution by the General Assembly.”

## **World Social Situation**

During the 49th General Assembly, the U.S. Delegation took part in discussions on social development October 19–November 1 in the Third Committee. The discussions included questions relating to the world social situation, and to youth, aging, disabled persons and the family. Preparations for the World Summit for Social Development were prominently featured in the discussions, and a portion of the Third Committee’s time (October 24–28) was used for informal, intersessional consultations of the Summit’s Preparatory Committee.

The Commission for Social Development (CSD), a 32-member subsidiary body of the Economic and Social Council (ECOSOC), which meets biennially, did not meet in 1994. The 34th session of the CSD is scheduled to convene in New York in April 1995.

## **Aging**

Although there were no specific resolutions on this subject during the 49th session of the General Assembly, the United States considers the global implications of a growing aging population to be one of the most important issues in the UN social affairs area. The Secretary General’s draft conceptual framework for a program for the International Year of Older Persons (which will be in 1999) is scheduled for consideration



at the 1995 session of the Commission for Social Development and the 50th General Assembly.

## **Persons with Disabilities**

This subject is also one which the United States considers to be of high priority in the UN social area. During the 49th General Assembly, the United States cosponsored a resolution called "Towards full integration of persons with disabilities in society: implementation of the Standard Rules on the Equalization of Opportunities for Persons with Disabilities, and of the Long-Term Strategy to Implement the World Program of Action Concerning Disabled Persons to the Year 2000 and Beyond." Resolution 49/153 was adopted without a vote. The U.S. Delegation to the preparatory committee meetings for the World Summit for Social Development also highlighted the importance of this issue and successfully negotiated inclusion of specific references in the draft documents for the Summit.

## **Family and Youth**

The year 1994 was designated the International Year of the Family, and the 49th General Assembly devoted two plenary sessions to an International Conference on Families. On October 18 the U.S. Alternate Representative to the 49th General Assembly delivered the U.S. statement in which she spoke about the programs in the United States relating to the year, and of the essential role families play in development, improving quality of life and shaping future generations.

The Third Committee, and subsequently the General Assembly, adopted two resolutions on youth. Resolution 49/152 on "International Youth Year," called for up to four plenary meetings at the 50th General Assembly to mark the 10th anniversary of the year. Resolution 49/154 on "Policies and programs involving youth" encouraged member states to evaluate the needs of youth in their respective countries and seek solutions to the problems confronting young people today, with specific attention to education and increasing liter-

acy rates. Both resolutions were adopted without a vote in the General Assembly.

## **World Summit for Social Development**

The 47th General Assembly (Resolution 47/92) called for the convening of this Summit in early 1995, and accepted the offer of the Government of Denmark to host the event. The summit's three core issues were determined by the resolution to be: social integration, particularly of the more disadvantaged and marginalized groups; employment expansion; and poverty reduction.

Three meetings to prepare for the Summit (scheduled for March 1995 in Copenhagen, Denmark) were held at UN Headquarters in New York in 1994. At the first Preparatory Committee meeting (PrepCom), January 31–February 11, discussions centered on possible Summit outcomes, and agreement was reached on the basic structure of the draft documents. A target date of June 1, was set for circulation of the first draft of a declaration and program of action to be adopted at the Summit. The draft documents, when circulated in July, were unsatisfactory, and as a result, the second PrepCom, which met August 22–September 2, was unable to make much progress. An intersessional meeting of the PrepCom convened in New York in October, and made some headway in determining the focus and direction of the draft declaration, but the draft program of action remained unfocused and unsatisfactory. The U.S. Delegation stressed the need for the documents to emphasize national responsibility for social development, and to focus more clearly on social and economic policies, as well as the political framework needed to empower people to help themselves and improve their quality of life.

## **UN Educational and Training Program for Southern Africa**

The UN Educational and Training Program for Southern Africa (UNETPSA) was established by the UN General Assembly in 1967 by integrating earlier special programs

which assisted majority populations in Namibia, South Africa, former Rhodesia and territories under Portuguese administration in Africa. Its mandate is to provide comprehensive financial assistance for education and training of students. Program headquarters are in New York, and it is administered by the Secretary General in consultation with the Advisory Committee on UNETPSA. The Advisory Committee, to which the United States belongs, has 13 members.

UNETPSA is financed from a trust fund made up of voluntary contributions by member states, organizations and individuals. For the 1-year period ending August 31, 1994, contributions and pledges totaled \$3,279,817. The principal donors were: United States, \$1.3 million; Japan, \$1.2 million; and Norway, \$0.9 million. The program is now granting new awards only to disadvantaged students from South Africa. In accordance with a decision of the Advisory Committee following Namibia's independence, new awards for Namibian students were discontinued in December 1992, but remaining Namibian students already benefitting from the grants will complete studies for which the awards were made, subject to satisfactory performance and availability of funds.

During the 12-month reporting period that ended August 31, 1994, UNETPSA awarded 924 new grants and extended 1,706 others.

UNETPSA, in accordance with the recommendations of the 1992 Follow-Up Conference on International Educational Assistance to Disadvantaged South Africans, as well as relevant resolutions of the General Assembly, has continued to strengthen its educational and training activities inside South Africa. Its 1994-1995 work plan allocated about 81 percent of its total budget to projects inside South Africa. Emphasis is placed on training programs at universities and technical schools in order to enhance institution building and to contribute to filling South Africa's human resource needs following the transition to democratic, majority-rule government. The program has also cooperated with other scholarship agencies,

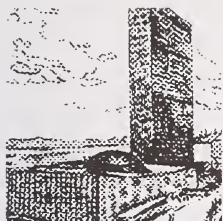
educational institutions and nongovernmental organizations to increase the number of students it is able to sponsor.

In 1994 a total of 2,630 awards for study in South Africa were extended or granted, and UNETPSA continued its cooperation with nongovernmental organizations in South Africa, such as the Bursary Council of South Africa, Lawyers for Human Rights and the Educational Opportunities Council for students in specialized fields such as law, education, agriculture, engineering, business and health. The major South African universities received awards in 1994 to assist students in fields such as education, law, public administration, engineering and the sciences.

UNETPSA worked with a number of U.S. educational institutions and programs in 1994. UNETPSA continued its cooperation with U.S. institutions such as University of California-Los Angeles, New Hampshire College, New York University, Columbia University, Kearney State College, Ramapo College, Upsala College, the African Arts Fund and the Education Fund for Southern Africa. UNETPSA and the New York State Port Authority cooperated in an internship program for two UNETPSA graduates, and it continued to work with AFRICARE in its internship program. The Ford Foundation, UNETPSA, Southern Africa Freedom Through Education Fund and the Education Fund for Southern Africa jointly provided educational assistance to a number of undergraduates.



## **Part 5**



# **Human Rights and Fundamental Freedoms**

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## **Overview of UN Involvement in Human Rights Issues**

The 50th annual session of the UN Human Rights Commission (UNHRC) was held January 31–March 11 in Geneva with a special session on Rwanda on May 24–25. The 38th annual session of the UN Commission on the Status of Women was held in New York March 7–18; an intersessional meeting to discuss the platform for action for the Fourth World Conference on Women was convened January 10–14. ECOSOC considered the UNHRC's report at its regular session for 1994 in New York June 27–July 29. The 46th session of the UNHRC's Subcommission on the Prevention of Discrimination and Protection of Minorities was held in Geneva August 1–26. The regular 49th UN General Assembly considered a lengthy agenda of human rights issues during its Third Committee and plenary sessions September 20–December 23.

## **UN Electoral Assistance/Democratization**

In response to previous U.S. initiatives, the Secretary General has steadily increased the level and scope of activities of the United Nations in the field of electoral assistance. In his November report on these activities (A/49/675 and Corr.1) the Secretary General described the role of the United Nations in enhancing the effectiveness of the principle of periodic and genuine elections. At the General Assembly the U.S. Delegation initiated action on a follow-up resolution, which greatly expanded the role of the United Nations in this field. Resolution 49/190 was adopted by the General Assembly by a vote

of 155 (U.S.) to 1, with 12 abstentions. The resolution commended the electoral assistance provided to member states by the United Nations. More important, it broke new ground by requesting the Secretary General to strengthen efforts aimed at the consolidation of the democratization process. The resolution also asked that he enable the UN High Commissioner for Human Rights to support democratization activities related to human rights concerns such as human rights training and education, assistance for human rights-related legislative reform and strengthening of the judiciary. There were 62 cosponsors of the resolution. In commenting on passage of the resolution, the U.S. Ambassador to the United Nations recalled that

... with General Assembly adoption of this resolution, the international community states its strong support of the right of every individual to participate in his or her own government through free and fair elections. This resolution will enable the United Nations to continue and expand on its assistance to new and emerging democracies. The resolution is the most far-reaching ever passed by the United Nations on democratization.

## **Violations of Human Rights in Specific Countries**

During 1994 U.S. Delegations introduced resolutions or initiated action on the human rights situations in three countries: Cuba, Sudan and the former Yugoslavia. These actions took place at the UNHRC session in Geneva and at the UN General Assembly in New York. Additionally, the United States cosponsored an EU resolution on the human rights situation in China at the UNHRC.

At both the UNHRC and the UN General Assembly, the United States introduced resolutions that condemned Cuba's human rights record and called upon the Government of Cuba to cooperate with the Commission's Special Rapporteur, Carl-Johan Groth. The resolutions were adopted in Geneva on March 9 by a vote of 24 (U.S.) to 9, with 20 abstentions (1994/71) and in New York on December 23 by a vote of 65 (U.S.) to 23, with 70 abstentions. (Resolution 49/200.)

The United States introduced resolutions critical of the Sudanese Government's human rights practices at the UNHRC and the UN General Assembly, which called upon the Sudanese Government to cooperate with the Commission's Special Rapporteur, Gaspar Biro. Resolution 1994/79 at the Commission was adopted on March 9 by a roll-call vote of 35 (U.S.) to 9, with 9 abstentions. In New York, a resolution, 49/198, was adopted on December 23 by a vote of 101 (U.S.) to 13, with 49 abstentions. The resolution again criticized the Khartoum regime for continued air attacks against civilians and relief workers, and expressed displeasure with the interference by the Sudanese Government with the visit of the special rapporteur.

Deeply concerned about the ongoing crisis in the former Yugoslavia, the United States continued to work with the international community to press at the UNHRC and General Assembly for improvements of the human rights situation in the region. A number of resolutions were introduced at the UNHRC and the UN General Assembly regarding the former Yugoslavia. At the UNHRC a U.S.-introduced resolution on the situation of human rights in the territory of the former Yugoslavia (Resolution 1994/72) was adopted by consensus on March 9. The other UNHRC resolutions were introduced by the Islamic states, and dealt specifically with Bosnia and Herzegovina and Kosovo, 1994/75 and 1994/76 respectively. The former was adopted by a roll-call vote of 41 to 1, with 10 (U.S.) abstentions and the latter by a consensus vote. The UN General Assembly adopted similar resolutions (Resolutions 49/196 and 49/204), in New York on December 23. Resolution 49/196 on the situation of human rights in the Republic of Bosnia and Herzegovina, Republic of Croatia and the Federal Republic of Yugoslavia (Serbia and Montenegro) was adopted by a vote of 150 (U.S.) to 0, with 14 abstentions. Resolution 49/204 on the situation of human rights in Kosovo was adopted by a vote of 114 (U.S.) to 2, with 40 abstentions.

The United States again proposed resolutions, which were adopted, that requested all states to support the International Tribunal investigating and prosecuting serious violations of international humanitarian law in the former Yugoslavia. The

United States strongly supported the establishment of the Tribunal, and made a voluntary contribution of \$3 million to the Tribunal and detailed 20 persons to the office of the Prosecutor. The United States also donated \$800,000 to the UN War Crimes Commission for the former Yugoslavia. Finally, the Secretary General was authorized to enter into commitments totaling \$11 million for the Tribunal in General Assembly resolution 48/251. It was adopted on April 14, 1994, without a vote.

Following the April 6, 1994, shooting down of a plane carrying President Habyarimana of Rwanda and President Ntaryamira of Burundi, the world witnessed a human rights crisis of unprecedented dimensions in Rwanda. The international community made an effort to address the acts of genocide and other serious violations of international humanitarian law that occurred. This led to a special session of the UNHRC on Rwanda, which adopted resolution S-3/1 of May 25, 1994, calling for the appointment of a special rapporteur for an initial period of 1 year. The mission of the rapporteur, with the assistance of human rights field officers, would be to investigate at first-hand the human rights situation in Rwanda in order to provide credible information. This resolution also reaffirmed that the international community would "exert every effort to bring those responsible to justice." (Additional measures taken by the United Nations in addressing this situation are discussed in a separate section on Rwanda.)

The United States also cosponsored resolutions initiated by other member states on various country-specific situations. Among those attracting significant participation by the United States was one on the subject of human rights in Iran. The EU once again produced a text on human rights violations in Iran, including reference to persecution of Baha'is and Christians as well as to the high number of executions, torture and cruel, inhuman or degrading treatment or punishment, and to restrictions on freedoms of expression, thought, opinion and the press. UNHRC resolution 1994/73 was adopted on March 9, and carried a vote of 22 (U.S.) to 11, with 19 abstentions. In New York the UN General Assembly adopted a similar reso-



lution on December 23 by a vote of 74 (U.S.) to 25, with 55 abstentions. (Resolution 49/202.)

Chinese Government abuse of human rights continued to be a focus of U.S. efforts at the 1994 UNHRC. Working closely with the United States, the EU introduced a resolution critical of China's human rights practices. Despite EU and U.S. lobbying both in Geneva and in capitals, the Chinese were able to prevent the resolution from coming to the floor through procedural maneuvering. The Chinese Delegation's no-action motion was adopted by the Commission on March 9 by a vote of 20 to 16 (U.S.), with 17 abstentions. This ended further consideration of the resolution.

The concern over deteriorating human rights conditions in Somalia continued in 1994. During the UNHRC session in Geneva, the Australian Delegation introduced resolution 1994/60 requesting a 12-month extension of the independent expert's mandate, emphasizing the need for the continued development of a long-term program of advisory services for reestablishing respect for human rights and the rule of law. Resolution 1994/60 was adopted by consensus at the UNHRC on March 4. No resolution on this subject was introduced at the UN General Assembly.

On March 9 the UNHRC adopted a resolution critical of the regime in Burma. Introduced by the French, with vigorous cosponsorship from the United States, resolution 1994/85 called for the unconditional release of Aung San Suu Kyi and other political prisoners. It further called upon the regime to implement the results of the May 1990 elections. The United States also cosponsored a strong resolution introduced by Sweden at the UN General Assembly; resolution 49/197 was adopted on December 23 by consensus.

Supported by the United States and others, France introduced a resolution on Zaire in the UNHRC calling for the new appointment of a special rapporteur. Resolution 1994/87 was adopted by consensus on March 9. With the adoption of this resolution, Zaire joined Sudan and Equatorial Guinea as the

three African countries with special rapporteurs. At the UN General Assembly, the issue of Zaire was not discussed.

The United States worked with interested parties in developing a consensus resolution on the subject of the human rights situation in El Salvador. Resolution 1994/62, introduced by Venezuela, was adopted without a vote on March 4. This resolution offered technical assistance to the Government of El Salvador and called upon the Salvadoran Government to cooperate with Independent Expert Pedro Nikken in his investigation of continuing human rights problems.

With regard to human rights in Guatemala, the United States cosponsored Portugal's resolution 1994/58, adopted by consensus on March 4. The resolution encouraged the Government of Guatemala to continue to make use of advisory services and technical assistance available through the UN Human Rights Center and to cooperate with Independent Expert Christian Tomuschat.

Haiti continued to be the focus of intense U.S. activity both in the UNHRC and at the UN General Assembly. In Geneva, the United States joined consensus on resolution 1994/80 introduced by Venezuela on March 9. The resolution was aimed at encouraging the regime to respect human rights and fundamental freedoms and extended the mandate of the special rapporteur for an additional year. At the General Assembly, the United States cosponsored Ecuador's resolution on Haiti, which welcomed the return of the constitutionally-elected government of Jean Bertrand Aristide, and requested that the Haitian authorities continue to promote full respect for human rights. Resolution 49/201 was adopted on December 23 by consensus.

Iraq was once again the subject of intense scrutiny at the UNHRC and the General Assembly in 1994. At the UNHRC, the United States cosponsored an EU resolution, which was highly critical of the regime's human rights practices. The resolution condemned human rights abuses directed against the Kurds in the North and the Shia Muslims in the southern marshes. This UNHRC resolution also extended the mandate

of Special Rapporteur Max Van der Stoep. On March 9 resolution 1994/74 was adopted by a vote of 34 (U.S.) to 1, with 18 abstentions. The UN General Assembly on December 23 in New York adopted by a vote of 114 (U.S.) to 3, with 47 abstentions, resolution 49/203 introduced by the EU on the human rights situation in Iraq. Resolution 49/203 expressed concern for the continued deterioration of the overall human rights situation in Iraq. It expressed alarm at the massive and grave violations of human rights by the Government of Iraq, such as: summary and arbitrary executions; involuntary disappearances; torture; and internal embargoes blocking international humanitarian efforts, especially those directed against the civilian population in southern Iraq. Resolution 49/203 also supported the request by the UN Human Rights Commission to deploy a team of human rights monitors to facilitate information flows, and to provide an accurate assessment of the situation in Iraq. Finally, it called for the Government of Iraq to cooperate with the special rapporteur.

The United States had a significant and positive impact on two regional issues—South Africa and the Middle East. In 1994 at the UNHRC, the debate on South Africa was shorter and less contentious than in previous years. Most speakers focused on the progress in moving towards nonracial democracy in South Africa, while expressing concern at continuing violence. In the end, two moderate resolutions were adopted by consensus on February 18. Resolution 1994/8, on “Monitoring and Assisting the Transition to Democracy in South Africa” requested that the special rapporteur undertake two missions to South Africa in order to gain further insights into the whole process of transition to democracy. It also called upon the Center for Human Rights to make available advisory services and technical assistance as a means of removing obstacles impeding a smooth transition to democracy, such as the continuing incidence of violence and political intolerance. Resolution 1994/10, on the “Situation of Human Rights in South Africa,” commended the positive political developments that have taken place leading to the elections on April 26–28, and to the repeal of some major apartheid laws. However, the resolution recognized that obstacles, such as persis-



tent violence, continued to threaten the process of peaceful change.

The United States was able to broker the first-ever positive Middle East resolution by the Commission. (Resolution 1994/4.) This resolution won by an overwhelming majority of 48 (U.S.) to 2, with 2 abstentions. More than half the members of the UNHRC cosponsored the text. At the same time, however, the Commission adopted five generally negative and unbalanced resolutions on the Middle East, all of which the United States opposed. Four of these were Arab-sponsored resolutions, which were adopted with a large number of abstentions, and were the first such to fail to achieve an absolute majority support of the Commission.

The Commission adopted a resolution introduced by Syria on human rights in the Golan Heights on February 18 by a vote of 25 to 1 (U.S.), with 25 abstentions (Resolution 1994/2). It adopted two resolutions introduced by Sudan on violations of human rights in the occupied Arab territories, including Palestine, on the same date by a vote of 26 to 3 (U.S.), with 23 abstentions (Resolution 1994/3 A), and a second resolution on the Israeli occupation of Palestine by a vote of 26 to 1 (U.S.), with 25 abstentions (Resolution 1994/3 B). The Commission adopted resolution 1994/1, introduced by Greece, on Israeli settlements in occupied Arab territories on the same date by a vote of 49 to 1 (U.S.), with 1 abstention. It adopted a resolution introduced by Mauritania on the situation in occupied Palestine on the same date by a vote of 26 to 1 (U.S.), with 25 abstentions. (Resolution 1994/6.) The Commission also adopted a brief and moderate chairman's statement on the Hebron Massacre. The United States participated actively in drafting the statement which enjoyed the backing of the interested parties.

Despite the success of the United States at the UNHRC to gain adoption of a positive resolution on the Middle East, the UN General Assembly adopted unbalanced resolutions that the United States opposed. Resolution 49/36, which asked for an investigation of Israeli practices affecting human rights of the Palestinian people and other Arabs of



the occupied territories, was adopted on December 9. All parts of resolution 49/36 A–D were opposed by the United States and voting was recorded as follows: section A, 85 to 2 (U.S.), with 75 abstentions; section B, 155 to 3 (U.S.), with 5 abstentions; section C, 145 to 2 (U.S.), with 17 abstentions; section D, 145 to 1 (U.S.), with 15 abstentions. The General Assembly on December 23 adopted resolution 49/180, on the subject of respect for sovereignty and noninterference in the internal affairs of States in their electoral processes. Resolution 49/180 with unacceptable references to the situation in the Middle East, was adopted over U.S. objections by a vote of 97 to 57 (U.S.), with 14 abstentions. Also adopted over U.S. opposition was resolution 49/149, on the right of Palestinian people to self-determination. The United States opposed such a resolution because it sought to prejudge the outcome of the negotiations, and could thus serve to complicate the ongoing peace process, rather than advance it. Resolution 49/149 was adopted with a vote of 147 to 2 (U.S.), with 19 abstentions, on December 23.

Much of the Commission's time was devoted to thematic human rights issues in 1994. Roughly 50 resolutions were adopted on issues such as torture, religious intolerance, slavery, disappearances, detentions, freedom of expression, administration of justice, terrorism, disability, mass exoduses, internally displaced persons, human rights education, human rights and the environment, indigenous people and protection of persons with HIV/AIDS. Thematic issues remained of great concern during 1994.

The United States made history at the 1994 UNHRC by successfully negotiating the inclusion of language against anti-Semitism in the annual resolution on combatting racism. This was the first occasion on which any UN body had condemned anti-Semitism. Resolution 1994/64 on contemporary forms of racism, racial discrimination, xenophobia and related intolerance, was finally adopted by consensus on March 9. The United States was widely praised for this initiative by concerned domestic and international groups. At the UN General Assembly, resolution 49/147, supporting the special rap-

porteur's mandate on contemporary forms of racism, was adopted without a vote.

December 1993 marked the beginning of the Third Decade to Combat Racism. On February 18 the UNHRC adopted resolution 1994/9, "Implementation of the Program of Action for the Third Decade to Combat Racism and Racial Discrimination," without a vote. It requests the Secretary General to provide a detailed annual report on all activities of UN bodies and specialized agencies, analyzing information on activities to combat racism and racial discrimination, and on measures to be taken to improve the coordination of the activities of the program of action. At the General Assembly, the United States joined consensus on resolution 49/146, which accepted the revised program of action and requested that the Secretary General continue to review it with a view to making it more effective and action-oriented.

The United States played a key role in expanding consideration of women's rights in 1994. The United States lobbied heavily for the adoption of a Canadian-sponsored UNHRC resolution (Resolution 1994/45) creating a new special rapporteur on violence against women. The United States also took the lead in adding gender-specific language to over 30 thematic and country-specific resolutions. This language seeks to ensure that UN mechanisms for the protection of human rights, such as special rapporteurs or working groups, give equal attention to violations of women's rights.

The General Assembly also adopted a number of resolutions relating to women's issues. These resolutions were adopted without a vote. Resolution 49/162 passed on December 23, emphasized that the advancement of women should be an integral part of the economic and social development process in national and gender equality. Resolution 49/160 requests the ECOSOC to further examine the merger of the International Research and Training Institute for the Advancement of Women and the UN Development Fund for Women. Resolution 49/161 on "Implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women" reaffirmed the UN support for the full participation of women

in economic, social, cultural, civil and political affairs. It also urged governments, international organizations and NGOs to implement the Nairobi Forward-Looking Strategies and to give priority to policies and programs for issues relating to women's employment, health, education with particular reference to literacy, involvement in economic and political decisionmaking, population and environment, information and science and technology. It emphasized the full integration of women of all ages and conditions into the development process.

Resolution 49/164 on the "Convention on the Elimination of All Forms of Discrimination Against Women" (CEDAW) encouraged all nations to ratify CEDAW and to eliminate reservations taken by governments at the time of signature. Resolution 49/165 treats the issue of violence against women migrant workers and expresses concern about the plight of such workers who become victims of physical, mental and sexual harassment and abuse. It urges both sending and receiving countries to ensure that women migrant workers are protected from unscrupulous recruitment practices, and encourages all nations to sign and ratify or accede to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. Resolution 49/166 on "Traffic in women and girls" urges all governments to take appropriate measures to address the problem of trafficking in women and girls and to ensure that victims are provided with the necessary assistance, support, legal advice, protection, treatment, and rehabilitation and to promote increased public awareness of this problem. Resolution 49/167 on "Improvement of the status of women in the Secretariat" requests increased resources be devoted to the Focal Point on Women in the Secretariat to monitor effectively and facilitate progress in implementing the strategic plan for increasing the percentage of women in professional posts, especially at higher levels in the Secretariat. Resolution 49/205 entitled "Rape and abuse of women in the areas of armed conflict in the Former Yugoslavia" expresses outrage and condemnation regarding the continuing abhorrent practice of rape and abuse



of women and children in the areas of armed conflict in the former Yugoslavia.

During 1994 the Commission also considered five resolutions on economic, social and cultural rights. The U.S.-sponsored resolution (Resolution 1994/13) on the respect for the right of everyone to own property was adopted by consensus on February 25. Resolution 1994/11 on foreign debt was introduced by Cuba and adopted on February 25 with a vote of 31 to 12 (U.S.), with 8 abstentions; resolution 1994/12 on human rights and extreme poverty was introduced by France and adopted by consensus, on the same date; resolution 1994/14 on promoting the realization of the right to adequate housing was also adopted without a vote on February 25. The last resolution adopted, resolution 1994/63 on trade union rights, was introduced by Australia and adopted by consensus on March 4.

The United States and other nations considered the text of a draft declaration on defenders of human rights, prepared by the Subcommission on Prevention of Discrimination and Protection of Minorities. UNHRC resolution 1994/96 thanked the working group, in which the United States participated, for its 10-year effort to produce this document. The resolution, introduced by Norway and cosponsored by the United States, was adopted on March 10 by consensus.

The UNHRC on March 4 adopted by consensus a resolution on "Human rights and terrorism" condemning all random acts of violence and terror. (Resolution 1994/46.) During the General Assembly, a similar resolution encouraging special attention to this matter by all special rapporteurs, representatives and working groups was adopted without a vote on December 23. (Resolution 49/185.) The treatment of migrant workers around the world was another thematic issue of importance, which brought about the adoption of a Mexican resolution (Resolution 1994/17), by a vote of 39 to 0, with 13 (U.S.) abstentions. At the UN General Assembly a similar resolution was adopted by consensus on December 23. (Resolution 49/175.)



The United States increased its donation to the UN Voluntary Fund for the Victims of Torture in 1994 from \$500,000 to \$1.5 million. The Fund provides grants to centers for the rehabilitation of torture victims around the world. In addition, the United States cosponsored a resolution that was sponsored by Finland on the importance of such contributions, which was adopted by consensus on March 4. (Resolution 1994/36.) Two other resolutions on the subject of torture were also adopted by consensus on March 4. Resolution 1994/37 requested that all states that have not yet done so become parties to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and emphasized the importance of training programs for law enforcement and security personnel. Resolution 1994/38 also called for all states to become parties to the convention. At the General Assembly, similar resolutions were adopted by consensus on December 23. (Resolutions 49/176 and 49/177.)

Greater international attention to the problems faced by indigenous people led to the adoption of three UNHRC resolutions on this issue, as compared to the single resolution adopted in 1993. Resolution 1994/26 on planning for the International Decade on Indigenous People focused on "strengthening international cooperation for the solution of problems faced by indigenous people in such areas as human rights, the environment, development education and health." Resolution 1994/28 requested that the Subcommission's Working Group on Indigenous Populations (WGIP) give priority consideration to the establishment of a permanent forum for indigenous people. Resolution 1994/29 renewed the WGIP's mandate "to review developments pertaining to the promotion and protection of the human rights and fundamental freedoms of indigenous people," and urged the Subcommission to complete its consideration of the draft declaration and submission to the UNHRC at its 51st session. All resolutions were adopted by consensus on March 4. At the UN General Assembly, resolution 49/214 supporting the International Decade of the World's Indigenous People was adopted without a vote on December 23.

The debate on children's issues brought about greater discussion in 1994 than in previous years. At the center of the controversy was a Cuban draft resolution which sought to establish a working group on exploitation of children, child pornography and sale of organs. Many delegations, including the U.S. Delegation, objected to both the language of the text and to the creation of another mechanism focusing on this issue. (The Committee on Rights of the Child and the special rapporteur on the sale of children already devote considerable resources to these concerns.) Resolution 1994/90 was ultimately adopted by consensus. The United States did not participate in the voting.

The Commission adopted four other resolutions on children's rights. A Swedish-sponsored resolution (Resolution 1994/91) establishing a working group to elaborate a draft optional protocol to the Convention on the Rights of the Child on raising the minimum age of recruitment into the armed forces to 18 was adopted on March 9, by consensus. Also adopted without a vote on March 9 were resolution 1994/92 on the special rapporteur on the sale of children, child prostitution and child pornography; resolution 1994/93 on the plight of street children; and resolution 1994/94 on the effects of armed conflicts on children's lives. At the General Assembly, four similar resolutions were adopted by consensus on December 23. Resolution 49/209 concerned children affected by armed conflicts; resolution 49/210 addressed the sale of children, child prostitution and child pornography; resolution 49/211 was on the rights of the child; and resolution 49/212 was titled "The plight of street children."

The United States cosponsored an Austrian UNHRC resolution calling upon member states to promote respect for the protection of rights of minorities, as advocated in the Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities. Resolution 1994/22 was adopted by consensus on March 1. The UN General Assembly adopted a similar resolution by consensus on December 23. (Resolution 49/192.)

The United States also cosponsored UNHRC resolution 1994/18 on religious intolerance. This Irish resolution, adopted by consensus on February 25, calls on states to recognize the right of all persons to worship or assemble in connection with a religion or belief, as provided in the Declaration on the Elimination of All Forms of Intolerance and of Discrimination Based on Religion or Belief. The General Assembly adopted a similar resolution by consensus on December 23, which the United States cosponsored. (Resolution 49/188.)

The need to eliminate discrimination against those affected by HIV/AIDS was also addressed at the 1994 UNHRC session. The United States cosponsored a resolution introduced by Poland, which highlighted the fact that the disadvantaged legal, social and economic status of women and other groups can increase their vulnerability to the risk of HIV infection. The resolution also expressed concern over the spread of HIV/AIDS due to continued sexual exploitation of children and child pornography. Resolution 1994/49 was adopted by consensus on March 4.

Concern for the treatment of migrant workers around the world sparked a Mexican-sponsored UNHRC resolution (Resolution 1994/17), which was adopted by a vote of 39 to 0, with 13 (U.S.) abstentions. Insistence by the Mexicans of new language calling on states to ratify the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families forced a vote on this resolution, which had usually been a consensus text. At the General Assembly a similar resolution was adopted by consensus on December 23. (Resolution 49/175.)

The Secretary General's Special Representative Francis Deng was encouraged to continue to study the problem of the internally displaced by UNHRC resolution 1994/68, introduced by Austria. The United States cosponsored this resolution, which was adopted by consensus on March 9. A subsequent UN General Assembly resolution, introduced by Norway, built upon the UNHRC resolution by calling upon nations to invite the special representative to their countries to

study the question of the internally displaced. The United States cosponsored this resolution, which was adopted by consensus on December 23. (Resolution 49/173.)

The United States also cosponsored a UNHRC resolution introduced by Canada (Resolution 1994/66), adopted by consensus on March 9, on the subject of mass exoduses. It called for the UN Secretary General to establish an early-warning system to avoid humanitarian crises.

Cuba sponsored several controversial thematic UNHRC resolutions in 1994. Resolution 1994/47, critical of unilateral and coercive measures (and aimed largely at the U.S. embargo), was adopted by a relatively narrow margin by a vote of 23 to 18 (U.S.), with 12 abstentions. Another Cuban resolution, on the composition of the staff at the Center for Human Rights, suggested that priority be given to hiring individuals from developing countries. (Resolution 1994/56.) This issue caused a split of the Commission along North-South lines and was ultimately adopted by a vote of 36 to 15 (U.S.), with 2 abstentions.

## **Status of Women**

### **Commission on the Status of Women**

#### ***Intersessional Working Group***

Since 1991, the Commission on the Status of Women (CSW) has served as the preparatory body for the Fourth World Conference on Women, which will take place in Beijing, September 4–15, 1995.

In order to further develop the structure of the platform for action, the final document that will be adopted at the Fourth World Conference on Women, the Commission convened an intersessional working group, January 10–14, 1994, open to all member and observer states.

In addition to the structure of the platform, the working group focused on innovative ideas to be included in the text and made the following recommendations:



- The platform should take into account the work of other world conferences;

- Women should not be depicted as victims or as passive beneficiaries, rather the platform should reflect women as agents of change;

- A major focus should be on powersharing in the political and economic spheres;

- The platform should emphasize cooperative efforts of governments and nongovernmental organizations;

- The platform should contain a section on women's human rights, building on the World Conference on Human Rights;

- The platform should emphasize that equality of women begins in the family;

- The mass media should be mobilized to advance the status of women;

- Quantitative targets are in some cases meaningless, given the wide range of progress to be achieved by various countries and the variety of political systems, economic situations and levels of development; and

- The platform should address implementation of the human rights treaties.

On the whole, much progress was made at the intersessional working group. Many delegations from all geographic regions supported or reinforced U.S. positions.

### *CSW 38th Session*

The 38th session of the CSW convened in New York, March 7–18. This session served a dual purpose. There were plenary meetings on the 1994 agenda items, and there was a committee of the whole that met concurrently with the plenary to develop further the draft platform for action. The Commission considered 16 resolutions, adopted 13 by consensus and 2 by a vote, deferred action on 1 and decided by consensus to accredit 102 nongovernmental organizations to the Fourth World Conference on Women and its preparatory committee meetings. The United States introduced two reso-

lutions: "Integration of women in the Middle East peace process" and "Gender equality in population programs," both of which were adopted by consensus. The United States called for a vote and voted "no" on two resolutions entitled: "Palestinian women" and "Women and development."

**Plenary.** The United States, on behalf of nine cosponsors, introduced a resolution entitled "Gender equality in population programs." The resolution recognized the importance of giving equal attention to the needs of the female child; reaffirmed the goal of universal access to safe motherhood, to family planning and reproductive health services and facilities for those who wish to use them; reaffirmed that men and women have the same rights to decide freely and responsibly on the number and spacing of their children and to have access to the information, education and means to enable them to exercise those rights; and urged governments to prohibit female genital mutilation and other harmful traditional practices.

The United States joined in introducing a resolution on "Integration of women in the Middle East peace process," which welcomed the Declaration of Principles and urged Palestinian women's political development and participation. The text complemented the resolution the United States introduced at the UN Human Rights Commission.

In addition to the resolutions above, the United States cosponsored the following, which were adopted by consensus:

- Resolution introduced by Australia entitled "Improvement of the status of women in the Secretariat," which urged the Secretary General to implement fully the plan of action to improve the status of women in the Secretariat; and a

- Resolution introduced by the Netherlands entitled "Elimination of violence against women," which urges governments to cooperate with and assist the special rapporteur on violence against women.

The United States called for a vote and voted "no" on a resolution entitled "Palestinian women," which was adopted

by a vote of 38 to 1 (U.S.), with 3 abstentions. The United States believed that this resolution was one-sided in that it focused solely on the actions of Israel.

For the past several years, the G-77 has introduced a resolution entitled "Women and development," which the United States has voted against because of language on structural adjustment programs, foreign debt and adverse terms of trade.

This year the United States proposed alternative language and offered to cosponsor the resolution if the amendments were accepted. The offer was rejected. The United States then proposed to amend the resolution from the floor. Algeria moved that no action be taken on the U.S. proposal. The motion was carried by a vote of 32 to 4 (U.S.), with 6 abstentions. The United States then called for a vote on the resolution as a whole. It was adopted by a vote of 42 to 1 (U.S.).

**Committee of the Whole.** The committee of the whole discussed the draft platform. The U.S. suggestion that the draft platform be considered a discussion document, for consideration and input from the regional preparatory meetings, was accepted. It was agreed that a series of open-ended working group meetings would be scheduled during the Economic and Social Council (ECOSOC) and the UN General Assembly sessions. It was also agreed to work with the CSW bureau and the Secretariat in early 1995 to see that a good draft was ready for the final preparatory committee meeting, to be convened March 15, 1995.

The U.S. position that promoting women's full citizenship rights would lead to economic and political development was generally accepted, as was the U.S. position that no new funds or institutional arrangements were likely to be made available. In view of the monetary and organizational constraints, the idea of reallocating financial priorities to include women's concerns and strengthening existing mechanisms was accepted.

In the final resolution emanating from the working group, which the CSW adopted by consensus, governments were encouraged to include representatives of nongovernmental

organizations on their delegations and have those delegations reflect the diversity of their populations. Governments and other intergovernmental organizations were also encouraged to come to the Fourth World Conference ready to make commitments toward meeting the global priorities for advancing women's status through realigning priorities and redirecting resources.

### ***Working Group on Communications***

The CSW has a mandate to consider communications from individuals concerning the status of women, and to make recommendations to ECOSOC on what action should be taken on emerging trends and patterns of discrimination revealed by the communications.

At each of the CSW annual sessions, a working group is formed to review the communications along with any replies submitted by concerned governments. As chair, the United States led the discussion and drafted the report.

The working group proposed that the Commission should consider ways of improving the mechanism and proposed that the CSW should publicize as widely as possible the Convention on the Elimination of All Forms of Discrimination Against Women, the goals of the Nairobi Forward-Looking Strategies, and the existing communications mechanism.

### **ECOSOC Consideration**

The Economic and Social Council deliberated on the advancement of women, adopted three resolutions and one decision, and took note of reports in two other decisions: "Report of the Commission on the Status of Women on its 38th session and provisional agenda and documentation for the 39th session of the Commission" (Decision 1994/237) and "Report of the Committee on the Elimination of Discrimination Against Women." (Decision 1994/238.)

The United States joined consensus in adopting the two resolutions which were referred from the Commission on the Status of Women: "Improvement of the status of women in the Secretariat" (Resolution 1994/6) and "Convention on the



Elimination of All Forms of Discrimination Against Women.” (Resolution 1994/7.)

The United States also joined consensus in adopting a resolution on the “International Research and Training Institute for the Advancement of Women” (Resolution 1994/30), and decision 1994/236 on deferring the question of the merger of INSTRAW and UNIFEM to a resumed session of the Council.

## **General Assembly Consideration**

The Third Committee deliberated on agenda item 97, Advancement of Women, December 1-6. There were eight resolutions and one decision under agenda item 97.

The United States cosponsored and joined consensus in adopting 49/167, “Improvement of the status of women in the Secretariat.” The United States joined consensus in adopting the following resolutions: “Proposed merger of the International Research and Training Institute for the Advancement of Women and the UN Development Fund for Women” (Resolution 49/160); “Implementation of the Nairobi Forward Looking Strategies for the Advancement of Women” (Resolution 49/161); “Integration of older women in development” (Resolution 49/162); “International Research and Training Institute for the Advancement of Women” (Resolution 49/163); “Convention on the Elimination of All Forms of Discrimination Against Women” (Resolution 49/164); “Violence against women migrant workers” (Resolution 49/165); and “Traffic in women and girls.” (Resolution 49/166.) Decision 49/448, “Consideration of the request for the revision of article 20, paragraph 1, of the Convention on the Elimination of All Forms of Discrimination Against Women” was also adopted without a vote.

## **Regional World Conference Preparatory Meetings**

The United States participated in the five regional preparatory meetings for the Fourth World Conference on Women: Economic and Social Commission for Asia and the Pacific (ESCAP), Jakarta, Indonesia, June 7–14; Economic Commis-

sion for Latin America and the Caribbean (ECLAC), Mar del Plata, Argentina, September 25–29; Economic Commission for Europe (ECE), Vienna, Austria, October 17–21; Economic and Social Commission for Western Asia (ESCWA), Amman, Jordan, November 6–10; and the Economic Commission for Africa (ECA), Dakar, Senegal, November 16–23. These meetings were intended to prepare a regional plan of action and to provide input into the draft platform for action.

The United States played its most active role in the ECE preparatory meeting—participating in two pre-conference meetings in Geneva in June and September. Many governments and NGOs were unhappy with the ECE tentative agenda which focused almost solely on economic and employment issues. Largely through U.S. initiative, the final ECE regional platform contained language on women's human rights, women in public life, women and the environment, women's health and reproductive rights, education, and the important role of nongovernmental organizations.

The United States played a leadership role in getting NGOs into the main committee to observe the drafting of the regional platform. At first NGOs were denied access altogether, then they were given limited access to the drafting session. As a result of U.S. lobbying, all NGOs who wanted to observe the formal drafting session were permitted to do so.

## **Contributions to Voluntary Funds**

For Fiscal Year 1994 the United States contributed \$1,000,000 to UNIFEM and \$250,000 to INSTRAW.

## **CEDAW**

On September 13 Secretary Christopher, on behalf of the President, asked the Senate to renew its consideration of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Although the treaty was voted out of the Senate Foreign Relations Committee, the Senate adjourned before taking action on whether to give its advice and consent to ratification.

## **U.S. Preparatory Process**

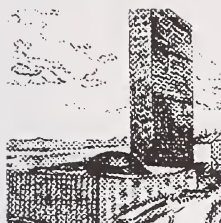
Consistent with the Secretary General's report to the Commission on the Status of Women (E/CN.6/1991/6, of December 14, 1990) and in preparation for the Fourth World Conference on Women, the Departments of Labor and State convened meetings in each of the 10 U.S. Federal regions for the purpose of: providing information about the Conference and issues affecting the advancement of women; focusing attention on the conference and its preparatory process; assessing the effort and success of actions taken; exchanging expertise; mobilizing nongovernmental organizations and individuals to improve their performance in advancing the status of women; and enabling women to present their individual views with regard to the advancement of women.

In accordance with UN General Assembly resolution 40/108, the United States prepared and submitted a report on U.S. implementation of the Nairobi Forward-Looking Strategies for the Advancement of Women. The report included measures taken by U.S. Federal, state, and nongovernmental institutions in implementing the Strategies and identified obstacles that continue to hinder the advancement of women and proposals to eliminate those obstacles. Data from the U.S. report were included in UN regional and global reports for the Fourth World Conference on Women.





## Part 6



# Science, Technology and Research

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## Introduction

The United Nations engages in wide-ranging scientific, technological and research activities. Implementation of Agenda 21 remained a major focus throughout 1993 as a result of the 1992 UN Conference on Environment and Development (UNCED) held in Rio de Janeiro. The new Commission for Sustainable Development (CSD) continued its work.

The UN Environment Program (UNEP) is a key agency for environmental activities. It is headquartered in Nairobi, maintains regional offices in Bangkok, Geneva, Mexico City, Manama and Washington, and has specialized offices in Paris and Geneva. The Secretariat supporting the implementation of the Framework Convention on Climate Change (FCCC) is based in Geneva, as is the intergovernmental negotiating committee for the prospective convention on desertification. Geneva also hosts the secretariats that support implementation of the Montreal Protocol on ozone-depleting substances, the Basel Convention on transboundary movements of hazardous waste and the new convention on preservation of biological diversity. All received administrative support from UNEP.

Other UN scientific programs address the protection of world climate, research on radiation and renewable energy, scientific training and the study of issues related to oceans biosphere, fresh-water resources and the natural heritage.

## UN Environment Program

The UN Environment Program (UNEP) was established in January 1973 in response to UN General Assembly resolution 2997 (XXVII) of December 15, 1972, which implemented the

institutional recommendations of the UN Conference on the Human Environment held in Stockholm in June 1972. UNEP stems from a U.S. initiative, and the United States has been the leading contributor to and an active participant in the program since its inception. UNEP's broad mandate is to catalyze and coordinate environmental activities throughout the UN system, and to support efforts by national governments worldwide to identify and address environmental and natural resource problems of common interest.

Apart from a small administrative core funded from the UN's regular budget, amounting to approximately \$6.5 million per year, UNEP is supported by voluntary contributions. These totaled \$65.2 million in 1994. UNEP is guided by the decisions of its Governing Council, consisting of 58 member states elected by the General Assembly on the basis of geographical distribution: 16 African states, 13 Asian states, 13 Western European and other states, 10 Latin American and Caribbean states and 6 Eastern European states.

UNEP's largest single area of activity is in the field of environmental assessment, conducted through the EARTH-WATCH program and its components: International Register of Potentially Toxic Chemicals (IRPTC), Global Environmental Monitoring System (GEMS), Global Resource Information Database (GRID) and the International Referral System for Environmental Information (INFOTERRA). UNEP also promotes environmental awareness through public information and education, and provides expertise and assistance, including training, in environmental management and impact assessment. Support for the further development of environmental law and institutions constitutes another important area of effort.

In terms of specific environmental sectors UNEP concentrates its efforts in six areas: atmosphere (especially ozone depletion, climate change and acid rain), fresh water quality/supply and resource management, oceans and coastal areas (principally through the regional seas program), land degradation (primarily desertification and deforestation), preservation

of biological diversity and the management of hazardous wastes and toxic chemicals.

## **Environment Fund**

The United States contributed \$21 million to the voluntary Environment Fund, which finances UNEP's programmatic activities, for the second year in a row. This constituted almost a third of the total of contributions to the Environment Fund for 1994. Reflecting U.S. budgetary constraints, however, the United States informed UNEP that it would make a contribution of \$15 million in 1995.

## **UNEP Governing Council**

A special session of UNEP's Governing Council took place in Nairobi, Kenya, on June 18 to approve the agreement setting up the revised Global Environment Facility (GEF), a tripartite effort of UNEP and UNDP with the World Bank.

## **UNEP Program Implementation**

As a result of the far-reaching changes to UNEP's program mandated by the 17th session of the Governing Council in 1993, 1994 was a year of transition as UNEP's management struggled to revamp its activities and get them launched. In late January, the Assistant Secretary of State for International Organization Affairs visited Nairobi to review first-hand the state of UNEP's efforts to restart its program. In November the revised program was published, almost half-way through the 2-year period allotted for its implementation.

The UNEP Executive Director carried out wide-ranging consultations during the second half of 1994 to develop a broadly agreed, coherent perspective on the future direction of the Environment Program. This was expected to be reflected in the proposals for the 1996–1997 program, which the Executive Director planned to present early in 1995 for consideration and approval at the 18th session of the Governing Council in May.

## **Commission on Sustainable Development**

The UN Commission on Sustainable Development (CSD) is the principal institutional mechanism at the international level for following up the recommendations of the 1992 UN Conference on Environment and Development (UNCED). The CSD has the critical task of monitoring UNCED's results and fostering responses at all levels: national, regional and international. The centerpiece of UNCED's outcomes is Agenda 21, a comprehensive set of recommendations covering all aspects of the interrelationship between environment and development. The CSD's multiyear schedule of work is organized around a number of different themes selected from Agenda 21 for each year's session, with the aim of completing a review of Agenda 21's implementation in time for a special session of the General Assembly in 1997. The United States is deeply committed to the success of the CSD and to the implementation of UNCED's results through a shared worldwide partnership in pursuit of sustainable development.

The CSD's first session in 1993 set up a multiyear thematic program of work that assigned various chapters of Agenda 21 to future meetings of the CSD: health, human settlements, fresh water, toxic chemicals and hazardous waste for the meeting in 1994; land resources, desertification, forests and biodiversity in 1995; and atmosphere and oceans (including coastal areas and seas of all kinds) in 1996. Cross-sectoral themes, which address economic and social issues—including finance and technology—will be addressed every year. The CSD will devote 1997 to a comprehensive overview of the implementation of Agenda 21, in preparation for the General Assembly's special session later in the year.

The CSD's intersessional meetings in 1994 were generally useful in preparing for its second session in May. Working groups and experts' meetings addressed the issues of transfer of environmentally sound technologies, financing sustainable development and sectoral subjects, including water supply and sanitation as well as chemical safety. The recommendations on technology largely reflected the results of an experts' meeting, which the United States had organized with Colom-



bia the previous year. The financial recommendations emerged from multilateral discussions conducted jointly by Malaysia and Japan.

The CSD's second annual session was held in New York May 16–27 to continue its work on promoting and monitoring implementation of Agenda 21. The meeting was divided into two sessions, a working level segment held May 16–25 and a high level segment held May 25–27.

UN Secretary General Boutros Boutros-Ghali delivered the keynote address at the high-level segment, focusing on his recently issued preliminary suggestions for a UN “Agenda for Development,” which called for “vigorous action in the areas of peace, economy, environment, society and democracy.” Germany’s Environment Minister chaired the meeting and worked hard to balance the interests of all parties. During the high-level session, he forged agreement on how to make the CSD more effective in the future.

Ambassador Madeleine Albright delivered a brief U.S. welcoming address at the CSD’s high-level meeting of ministers and other high-level representatives. Also attending for the United States was the Administrator of the Environmental Protection Agency (EPA) and the Department of State’s Under Secretary for Global Affairs.

The Under Secretary announced that the United States would cooperate with Jamaica and other countries in developing a worldwide effort on the sustainable management of coral reef ecosystems. This “Coral Reef Initiative” was aimed at addressing the widespread degradation of coral reefs throughout the world by focusing on monitoring of reef conditions, building national capabilities to protect reefs, and taking domestic actions to eliminate causes of harm to coral reefs.

It was also announced that the United States would launch an initiative on alternatives to the use of dangerous substances, with a special focus on alternatives to lead in gasoline. During the panel on the economy and sustainable development, the EPA Administrator called for a global

phase-out of lead in gasoline. She stressed the inherent relationship of pollution prevention and its economic benefit, based on U.S. experience of phasing lead out of gasoline, in which the health benefits outweigh the costs. At year's end, EPA was planning with Mexico an international symposium on the removal of lead from gasoline.

The U.S. Government also successfully pressed at the high-level segment for the CSD to work towards an agreement on efforts to develop indicators of sustainable development. The United States was also able to bring a much needed environmental perspective to the CSD's discussions on trade and environment and to help craft a useful decision on sustainable production and consumption.

At the close of the working level session, the CSD took decisions on sectoral and cross-sectoral issues, including toxic chemicals, hazardous wastes, health, human settlements, fresh water, radioactive wastes, technology transfer, finance, trade and environment, and sustainable consumption and production patterns. In most of the sectoral decisions, the CSD broke no new ground and instead largely endorsed the outcomes of key intersessional meetings. On cross-sectoral issues, the discussion on sustainable production and consumption concluded by recognizing that all countries have obligations here, but that given their disproportionate impact on the environment, the developed countries should take the lead in addressing unsustainable production and consumption patterns.

## **Protection of World Climate**

Resolution 45/212 of 1990, "The Protection of Global Climate for Present and Future Generations of Mankind," established a single negotiating process under General Assembly auspices for the preparation by an international negotiating committee of an effective framework convention on climate change. This eventually led to the formation of the UN Framework Convention of Climate Change (FCCC), and in 1992 the United States became the first industrialized nation to ratify the treaty. In 1994 the intergovernmental negotiating

committee for FCCC continued preparations for the first conference of the parties scheduled for Berlin in March 1995.

The FCCC established a global process for addressing climate change over the long term. Although it did not contain specific targets and timetables for industrialized countries to stabilize their emissions of carbon dioxide, it called on developed countries to adopt national policies and measures to mitigate climate change. These policies should limit human-caused emissions of all greenhouse gases and protect and enhance greenhouse gas sinks and reservoirs.

All parties to the treaty must inventory all sources and sinks of greenhouse gases and establish national climate programs. Industrialized countries must go further, adopting national policies and taking corresponding measures to limit greenhouse gas emissions and protect and enhance greenhouse gas sinks and reservoirs. These countries are to report their action plans and projected net greenhouse gas emissions, with the aim of returning to their 1990 emission levels of these gases. The parties will meet regularly to review and update their plans in view of evolving scientific and economic information.

Worldwide concern about climate change as a result of human activity has given increased emphasis to the importance of a program on climate, atmospheric research, long-term monitoring and resource use. WMO coordinates the World Climate Program, which includes four parts: World Climate Data and Monitoring Program (WCDMP), World Climate Applications and Services Program (WCASP), World Climate Impact Assessment and Response Strategies Program (WCIRP, a responsibility of UNEP) and the World Climate Research Program (jointly implemented by the International Council of Scientific Unions and WMO). WMO's new activities include the Climate Change Detection Project, which builds upon ongoing projects related to both data and monitoring.

The Global Atmosphere Watch (GAW) is a major new project, which is based on the existing Global Ozone Observ-

ing System and the Background Air Pollution Monitoring Network. Substantial effort and resources are needed to develop the existing two components into a much more comprehensive system. One of the principal objectives of the GAW is to monitor and assess changes in the composition of the atmosphere and to predict future states of the earth system. Observations from all parts of the world will be necessary to monitor and evaluate climate change.

## **UN Scientific Committee on the Effects of Atomic Radiation**

The UN Scientific Committee on the Effects of Atomic Radiation (UNSCEAR) was established by the General Assembly in 1955 to provide continuous review and evaluation of the effects of ionizing radiation on humans and their environment. Radiation in this context covers both natural and man-made (i.e., from atmospheric and surface nuclear explosions), environmental radiation, and medical and occupational exposures. The Committee receives, assembles and compiles reports and information furnished by its member states, members of the United Nations, specialized agencies, the IAEA and nongovernmental organizations on observed levels of ionizing radiation and on scientific observations and experiments relevant to the effects of ionizing radiation on man and the environment.

The 43rd session of UNSCEAR met March 7–11 in Vienna. On the basis of documents prepared by the UNSCEAR Secretariat and further discussion, the Committee finalized a comprehensive report to the General Assembly with annexes in the following fields: epidemiology of radiation carcinogenesis and adaptive responses to radiation in cells and organisms.

During the 44th session in 1995 the Committee will consider documents on: effects of radiation on the natural environment, sources of radiation exposure, methodology for dose estimation, mutagenesis and repair, combined effects of radiation and other agents, hereditary effects, risk perception, influence of radiation quality on the induction of deterministic



and stochastic effects, ultraviolet radiation exposure and effects, and report to the General Assembly.

## **UN University**

The UN University (UNU), founded in 1973, is a non-degree-conferring postgraduate institution that coordinates studies on a range of issues of global significance such as nutrition, energy and development. The UNU is supported by voluntary contributions and the interest from an endowment fund. Its headquarters is in Tokyo, and Japan is its principal benefactor. As of April 1994, pledges and payments to the endowment fund and specific program contributions total \$283 million.

U.S. interest in the UNU's global and collaborative research is demonstrated mainly through the private sector. American scholars work on approximately 40 UNU projects and coordinate the Food and Nutrition Program in Cambridge, Massachusetts, and the Mountain Ecology Program in Davis, California.

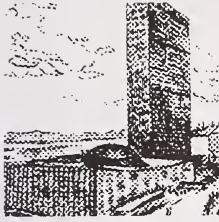
Although the U.S. Government has not contributed to the UNU endowment, the Environmental Protection Agency participated in a feasibility study of a project that will provide standards for global long-range forecasting and general futures research (the Millennium Project).

## **University for Peace**

The United States joined the UN consensus decision in 1980 which created the University for Peace. Since then, the U.S. Government has not participated in the activities or funding of the University.



## Part 7



# Trusteeship and Dependent Areas

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## Introduction

Chapter XI of the UN Charter sets forth responsibilities of states for the “administration of territories whose peoples have not yet attained a full measure of self-government.” These “non-self-governing territories” are considered annually by the Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24, or C-24), and by the Special Political and Decolonization Committee (Fourth Committee). The C-24 makes suggestions and recommendations to the Fourth Committee regarding implementation of UN General Assembly resolution 1514 of 1960 (Declaration on the Granting of Independence to Colonial Countries and Peoples), specific issues affecting the decolonization process, and the activities of specialized agencies and other UN bodies in those territories.

The United States is committed to the principle of self-determination. It does not agree, however, with the view of many C-24 members that independence is the only possible outcome of self-determination. The U.S. view is buttressed by General Assembly resolutions 1514 and 1541 of 1960, which specifically recognized other legitimate outcomes, such as free association with an independent state or integration with an independent state. The United States also objects to the C-24’s generic condemnation of administering power military bases in non-self-governing territories. The U.S. view is that the facts of each particular case should determine whether a base interferes with the right of self-determination. The United States has also consistently

opposed C-24 resolutions which call for specialized agency cooperation with, and assistance to, "national liberation movements."

As the number of remaining non-self-governing territories diminished, the United States urged the decolonization committees to take a more realistic approach that focuses on those territories' true needs. Disappointed with the C-24's continuing failure to change, the United States suspended its cooperation with that body in 1992 and maintained that policy in 1994. As an administering power, however, the United States recognizes its responsibilities under Chapter XI of the UN Charter to provide the Secretary General with information on the administered territories of Guam, American Samoa and the U.S. Virgin Islands, and will continue to fulfill those responsibilities.

In 1994 the Committee of 24 consolidated resolutions on nine non-self-governing territories (three administered by the United States, six by the United Kingdom) into one omnibus resolution. Pursuant to its decisions to suspend cooperation with the C-24, the United States did not participate in C-24 discussions or drafting sessions. For the fourth year in a row, however, U.S.-sponsored amendments correcting factual inaccuracies in the sections on Guam, American Samoa and the U.S. Virgin Islands in the C-24 draft were all accepted. Accordingly, the United States joined in consensus adoption of the omnibus resolution in the Fourth Committee and, subsequently, in the General Assembly, as resolution 49/46 on December 9.

## **Trusteeship Council**

The end of an era for the Trusteeship Council was marked on October 1, 1994, as Palau, the sole remaining portion of the Trust Territory of the Pacific Islands and the last Trust Territory in the world, became an independent country in free association with the United States. In resolution 2199 of May 25, the Trusteeship Council reported to the Security Council that the United States had discharged its obligations under the Trusteeship Agreement. The Security Council acknowledged



the fact when it unanimously adopted resolution 956 on November 10. The Republic of Palau was admitted to membership in the United Nations on December 15 under General Assembly resolution 49/63. It was adopted without a vote.

The Trusteeship Council adopted an amendment to its Rules of Procedure stating that it will meet in the future only at the request of a Council member nation, rather than annually.

## **U.S. Territories**

American Samoa is an unincorporated and unorganized U.S. territory located in the South Pacific, 2,300 miles southwest of Hawaii. It comprises seven islands with a total area of 76 square miles and a population of approximately 52,000.

Guam is an organized, unincorporated U.S. territory. Approximately 30 miles long and 4 to 8 miles wide, Guam is the southernmost island in the Mariana Islands chain in the Western Pacific, about 6,000 miles west of San Francisco. It has a population of approximately 135,000.

The U.S. Virgin Islands are also an organized and unincorporated U.S. territory. The most prominent of these islands, located 1,000 miles southeast of Miami, are St. Thomas, St. Croix and St. John. The population of the territory is slightly over 110,000 and the total land area is approximately 130 square miles.

## **Puerto Rico**

General Assembly resolution 748 (1953) removed Puerto Rico from the list of non-self-governing territories after the people of Puerto Rico freely agreed with the Government of the United States on the island's self-government, pursuant to the constitution of the Commonwealth of Puerto Rico, and their relations. Although some individuals and groups asked the C-24 to reconsider the determination of the General Assembly regarding the status of Puerto Rico, in 1994 the C-24 deferred consideration of Puerto Rico, a decision supported by the United States.

## **Other Questions**

The General Assembly adopted seven resolutions and four decisions relating to decolonization in addition to the omnibus resolution on territories mentioned in the introduction to this section. The United States joined in consensus on resolutions or decisions on Western Sahara, New Caledonia, Tokelau, Gibraltar and Pitcairn as well as on a resolution expressing appreciation for scholarships made available by member states to the inhabitants of non-self-governing territories. (Resolutions 49/44, 49/45, 49/47; Decisions 49/420, 49/421; and Resolution 49/42, respectively.)

The United States voted against four decolonization items and abstained on one. These were all similar to resolutions or decisions that had been considered by the General Assembly in previous years, and voting patterns followed closely those seen in the recent past. Resolution 49/41, "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations," passed 119 to 1 (U.S.), with 48 abstentions. In addition, the United States opposed decision 49/422 on the "Question of St. Helena" in a vote of 115 to 2 (U.S.), with 50 abstentions. The United States joined with the United Kingdom in opposing this resolution because of dissatisfaction with language referring to military facilities in the territory of St. Helena. The third item opposed by the United States was a decision titled "Military activities and arrangements by colonial powers in territories under their administration." This decision was adopted 114 to 48 (U.S.), with 2 abstentions. It depicts the effects of military bases situated in territories in a negative light, and further states that these bases could constitute an obstacle to the exercise of self-determination and should be withdrawn. (Decision 49/417.) The United States also voted against resolution 49/40, "Activities of foreign economic and other interests which impede implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Territories under Colonial Domination." The vote was 113 to 44 (U.S.), with 6 abstentions. Support was

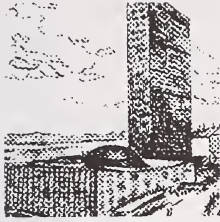
withheld because of disagreement with the basic premise that foreign investment is necessarily bad and constitutes an obstacle to self-determination.

The United States abstained on resolution 49/39, "Information from Non-Self-Governing Territories transmitted under Article 73e of the Charter of the United Nations," which was adopted 166 to 0, with 3 (U.S.) abstentions. The abstainers disagreed with the resolution's position on where authority rests for determining when a territory has attained a full measure of self-government under the terms of the Charter.





## Part 8



# Legal Developments

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## Introduction

Significant, substantive and procedural issues arise frequently in connection with U.S. participation in UN activities and in activities of international organizations affiliated with the United Nations. Many of these legal matters are discussed in other parts of this report in the context of the underlying issues or particular international organizations to which they relate, including review of the UN Charter; uses of outer space; international human rights; International Labor Organization, International Civil Aviation Organization and UNESCO matters; UN administration and budget; and UN trusteeship issues. Part 8, therefore, deals separately with 1994 activities of an exclusively legal character, such as those of the International Court of Justice, International Law Commission, UN Commission on International Trade Law and the Sixth (Legal) Committee of the General Assembly.

## International Court Of Justice

The International Court of Justice (ICJ) is the principal judicial organ of the United Nations. The Court's main functions are to decide cases submitted to it by states and to give advisory opinions on legal questions at the request of international organizations authorized to request such opinions pursuant to the Statute of the Court and the UN Charter.

The Court is composed of 15 judges, no two of whom may be nationals of the same state. The UN General Assembly and the Security Council, voting independently, elect the judges from a list of persons nominated by national groups on the Permanent Court of Arbitration. The electors are mandated to

bear in mind the qualifications of the individual candidates and the need for the Court as a whole to represent the main forms of civilization and the principal legal systems of the world. Court members are elected for 9-year terms, with one-third of the total number of judges elected every 3 years.

The Court submitted to the 49th General Assembly a brief report on its activities from August 1, 1993, to July 31, 1994. (A/49/4.) The report contained information on the Court's composition, jurisdiction, judicial work, administration and publications. The General Assembly took note of the report on October 13, 1994. (Decision 49/404.)

During 1994 the International Court of Justice was composed as follows: Mohammed Bedjaoui (Algeria), Shi Jiuyong (China), Gilbert Guillaume (France), Carl-August Fleischhauer (Germany), Mohamed Shahabuddeen (Guyana), Geza Herczegh (Hungary), Roberto Ago (Italy), Shigeru Oda (Japan), Raymond Ranjeva (Madagascar), Nikolai K. Tarassov (Russian Federation), Abdul G. Koroma (Sierra Leone), Christopher G. Weeramantry (Sri Lanka), Robert Y. Jennings (United Kingdom), Stephen M. Schwebel (United States) and Andres Aguilar Mawdsley (Venezuela).

During the 49th General Assembly, Judge Nikolai K. Tarassov died, and an election to fill the vacancy was scheduled for January 26, 1995.

## **Libya v. United States of America**

On March 3, 1992, Libya initiated cases against the United States and the United Kingdom in the Court charging violations of the 1971 Montreal Air (Sabotage) Convention. Libya asserted that the United States and the United Kingdom were interfering with Libya's alleged right to try individuals suspected of the bombing of Pan Am flight 103 over Lockerbie, Scotland, on December 21, 1988. On April 14, 1992, the Court denied a Libyan request for interim measures to prevent action in the Security Council by the United States or the United Kingdom to compel Libya to surrender the two suspects. The Court's action was on the ground that the Security Council by its resolution 748 had ordered Libya to surrender

the two suspects. Libya submitted its Memorial to the Court on December 20, 1993. The United States has until June 20, 1995, to file its Counter-Memorial.

## **Iran v. United States of America**

### ***Aerial Incident of July 3, 1988***

On July 24, 1990, Iran filed its Memorial in this case against the United States regarding the shooting down of a civilian Iranian airliner by U.S. military forces protecting U.S. merchant vessels in the Persian Gulf during the hostilities between Iran and Iraq. Iran based the jurisdiction of the Court on the Chicago Convention on International Civil Aviation of 1944, the Montreal (Sabotage) Convention of 1971 and the 1955 Treaty of Amity with the United States. On March 4, 1991, the United States filed preliminary objections to the jurisdiction of the Court. On June 9, 1992, Iran filed its response to those objections. The Court scheduled a hearing on those objections for September 1994. On August 10, 1994, upon receipt of notification that the parties had entered into negotiations that may lead to a settlement of the case, the Court postponed indefinitely the date for oral hearings.

### ***Oil Platforms***

On November 2, 1992, Iran initiated a case against the United States charging that U.S. military actions against Iranian oil platforms in the Persian Gulf during the conflict between Iran and Iraq violated the 1955 Treaty of Amity between the two countries. The incidents upon which Iran relies resulted from hostile actions by Iranian military forces against U.S. and other neutral shipping in the Gulf. On May 31, 1993, Iran filed its Memorial in this case. On November 30, 1993, the United States filed a Preliminary Objection to the jurisdiction of the Court. On July 1, 1994, Iran submitted observations on the Preliminary Objection filed by the United States.

### ***Other Cases***

During 1994 there were developments in three other cases not involving the United States as a named party, but involving issues of interest to the United States.

**Legality of the Use by a State of Nuclear Weapons in Armed Conflict (Request for Advisory Opinion by the World Health Organization).** On August 27, 1993, the World Health Organization submitted a request to the Court for an advisory opinion regarding the legality of the use of nuclear weapons in time of war or other armed conflict. On June 10, 1994, the United States and other states submitted written statements relating to the question. On June 20, 1994, the Court extended the time limit within which states may submit written statements until September 20, 1994, and fixed June 20, 1995, as the time limit within which states and organizations having presented written statements may submit written comments on the other written statements.

**Case Concerning Application of the Convention on the Prevention and Punishment of the Crime of Genocide (Bosnia and Herzegovina v. Yugoslavia (Serbia and Montenegro)).** On March 20, 1993, Bosnia and Herzegovina instituted proceedings against the Federal Republic of Yugoslavia (Serbia and Montenegro) under the Genocide Convention. In addition to allegations of violations under the Convention, Bosnia raised an issue of the validity of the arms embargo imposed on it by the Security Council. On the same day, Bosnia made a request for interim measures. On April 8, 1993, the Court indicated a number of provisional measures. On August 10, 1993, Yugoslavia requested that the Court indicate an additional provisional measure. By order of September 13, 1993, the Court declined to indicate additional measures, reaffirming the provisional measures it had earlier indicated. Bosnia submitted its Memorial on April 15, 1994. Yugoslavia (Serbia and Montenegro) was given until April 15, 1995, to file its Counter-Memorial.

**Legality of the Threat or Use of Nuclear Weapons (Request for an Advisory Opinion by the United Nations General Assembly).** On December 15 the UN General



Assembly decided to request from the Court an advisory opinion regarding the legality of the threat or use of nuclear weapons under international law. The vote was 78 to 43 (U.S.), with 38 abstentions. (Resolution 49/75 K.)

## **International Law Commission**

Pursuant to General Assembly resolution 174 (II) of November 21, 1947, the International Law Commission (ILC) was established in 1948 to promote the codification and progressive development of international law. The membership, which has increased from the original 15 to 34, consists of persons of recognized competence in international law serving in their individual capacities and elected by the General Assembly for 5-year terms. Robert Rosenstock of the United States was elected during the 46th UN General Assembly for a 5-year term that began on January 1, 1992.

The Commission studies topics that it has determined are suitable for codification or progressive development or that are referred to the General Assembly. Its recent practice is to select one of its members (designated a "special rapporteur") to prepare reports on each of the topics and, after discussion, to draft articles that are adopted by the full Commission. In accordance with this practice, the Commission reports to the General Assembly on the progress of its work, including any articles it has adopted on a particular subject during that year's session. It reconsiders the articles in light of government comments, and, unless otherwise instructed by the General Assembly, then adopts final texts that it forwards to the General Assembly. When the Assembly receives a set of draft articles, generally in the form of a proposed convention, it may convene a diplomatic conference to consider adoption of a convention, review and adopt a convention itself, note them or remand them to the Commission for further study.

At its 49th session, the Sixth Committee considered the report of the ILC on the work of its 46th session held May 2–July 22 in Geneva. The debate centered around two matters: the proposal for an international criminal court (see below), and the law of the non-navigational uses of international

watercourses. The Sixth Committee also discussed other subjects under continued consideration by the ILC, including "State responsibility" and "International liability for injurious consequences arising out of acts not prohibited by international law." The General Assembly adopted resolution 49/51, without a vote. It expressed the Assembly's appreciation to the ILC in particular for the completion of a draft statute for an international criminal court and the adoption of final draft articles on the law of the non-navigational uses of international watercourses. It urged the ILC at its next session to resume in an expedited manner its work on the draft Code of Crimes against the Peace and Security of Mankind and on state responsibility. It also endorsed the intention of the ILC to undertake work on the topics "The law and practice relating to reservations to treaties" and "State succession and its impact on the nationality of natural and legal persons," with the understanding that the final form to be given to the work on these topics would be decided after a preliminary study is presented to the General Assembly. In connection with the latter topic, the Assembly invited governments to submit by March 1, 1995, relevant materials including: national legislation, decisions of national tribunals and diplomatic and official correspondence pertinent to the subject. Finally, resolution 49/51 expressed appreciation for the efforts of the ILC to improve its procedures and methods of work, while requesting the Commission to consider further measures to enhance its effectiveness.

## **International Criminal Court**

During 1994 the International Law Commission completed work on a draft statute for an international criminal court, and presented that statute to the General Assembly with a recommendation that it convene an international conference of plenipotentiaries to study the draft statute and to conclude a convention on the establishment of such a court. The statute proposed by the Commission envisioned a permanent court with jurisdiction over a number of crimes of serious concern to the international community as a whole, such as war crimes, genocide, crimes against humanity and crimes under

treaties relating to acts committed by terrorists. The debate in the Sixth Committee focused primarily on the issue of whether to convene a diplomatic conference.

The U.S. Representative stated in his intervention that the

... interest in creating a permanent court is understandable, given the atrocities that have occurred in the former Yugoslavia and Rwanda, as well as other places in the world. The need for the law to reach persons who commit offenses of this type naturally leads to discussion of whether existing fora are adequate for such a task. The question is what type of forum, if any, will appropriately address the needs and concerns of the international community.

While praising the work of the Commission, the United States nonetheless noted that it continued to have a number of fundamental concerns with respect to the proposal, the resolution of which would determine whether the United States could support the creation of a permanent court. In particular, the United States expressed concern that an international criminal court be a supplementary facility, one that exists expressly for those cases where other fora will not suffice, and that any new regime not be allowed to undercut existing law enforcement efforts.

In resolution 49/53 the General Assembly, by consensus, decided to establish an *ad hoc* committee open to all states or members of specialized agencies to review the major substantive and administrative issues arising out of the International Law Commission's draft statute and, in light of that review, to consider arrangements for the convening of an international conference of plenipotentiaries. The establishment of the *ad hoc* committee, which was to meet in April 1995, and, if necessary, in August as well, was supported by the United States.

During this session, the Sixth Committee did not consider the proposed draft Code of Crimes Against the Peace and Security of Mankind, other than as a possible source of jurisdiction for an international criminal court. The U.S. view is that the Code is defective in many fundamental respects and

that it would not serve, as currently drafted, as a proper basis for such a court's jurisdiction.

## **UN Commission on International Trade Law**

The UN Commission on International Trade Law (UNCITRAL), established by the General Assembly in 1966, is headquartered at the UN Vienna International Center. Its mandate is the codification of international trade law, which is accomplished through negotiation of multilateral treaties, drafting of model national laws, and international trade and commercial legal guides. The Secretariat also conducts training and assistance programs to facilitate adoption of UN-prepared trade law texts, and thereby increase trade through harmonizing national laws. The Commission and its three specialized working groups conducted their work in a technically focused and nonpoliticized manner, without North-South divisions impairing its effectiveness. The United States participated actively in the work of the Commission, drawing on the continuing review of its work by American private sector import-export and other trade groups, bar associations and academic centers. The Commission's work during this period was reviewed at its annual plenary session (27th plenary session report A/49/17 and Status of Conventions, A/CN.9/401), and thereafter by the UN General Assembly's Sixth (Legal) Committee. It was then reviewed and adopted without a vote in the General Assembly. (Resolution 49/55.)

## **International Sale of Goods**

The United States became a party on December 1, 1994, to the UN Convention on the Limitation Period in the International Sale of Goods, prepared by UNCITRAL in 1975 and revised by a Protocol in 1980 (Senate Treaty Document 103-10). The convention establishes time periods within which claims must be brought arising from the international sale of goods, which substitutes uniform rules for the widely differing national laws that otherwise could apply. The convention's rules are mostly harmonized with the Uniform Commercial Code that generally applies in all states of the



United States. The convention was designed to work with another UNCITRAL-prepared convention, the “Vienna” Convention on Contracts for the International Sale of Goods (CISG). The United States became a party in 1988; more than 40 other states are also parties.

## **UNCITRAL Model Law on Procurement of Goods, Construction and Services**

The Commission, after 5 years of deliberations, had completed at its 26th plenary session in 1993 a model UN national law on procurement, but left to its working groups (Reports A/CN.9/32 and A/CN.9/389) the expansion in 1994 of the Model Law to cover procurement of services. The United States and most OECD states sought this work to parallel the extension of the GATT agreements to services. The Commission completed this work at its 27th plenary session held in 1994 at New York (A/49/17, Annex I), together with a Guide to Legislators, which in particular had been sought by the United States to ensure that national legislators would be alerted to the reasons, both economic and legal, for decisions by the Commission. The Model Law now covers a wide range of acquisitions by public agencies through government funding or regulations. This forms an important sector of the commerce of many countries, especially developing countries.

The rules adopted are consistent with GATT and OECD guidelines. International lending agencies and others have begun to use the UNCITRAL Model Law to promote governmental accountable systems for contracting, “transparent” laws and regulations, and openness to foreign bidding to enhance competition and trade.

## **Draft Convention on Standby Letters of Credit and Bank Guarantees**

The Working Group on International Business Practices completed most of its work on a multilateral convention on independent guarantees, covering European-style direct bank guarantees and American-style standby letters of credit. These instruments provide financing assurances for a large percentage of international commercial and trade

transactions. The United States had in 1993 proposed a convention with two sets of rules that would provide mutual recognition and enforcement of each type of instrument in ratifying states. The effort was dropped when it became apparent in meetings of the working group in February and September 1994 (A/CN.9/391 and A/CN.9/WG.II/WP.83) that international agreement was now possible on a single set of rules. U.S. positions have taken into account ongoing revisions to U.S. domestic law by the National Conference of Commissioners on Uniform State Laws. Adoption of rules compatible with U.S. proposals could enhance trade by supporting financial assurances that can serve as collateral in countries ratifying such a convention. The draft convention will be ready for final consideration by the Commission at its next plenary session in 1995.

### **Draft UN Rules to Support Electronic Transactions Internationally**

The Working Group on International Payments was reconstituted as a Working Group on Electronic Data Interchange, in order to reflect the growing world interest in expansion of commerce through new technologies. The United States, among others, took the view at UNCITRAL that, in the absence of both national laws and internationally recognized rules, progress in using electronic systems would be obstructed. The United States supported the working group's effort in its 1994 meetings (A/CN.9/390 and A/CN.9/406) to draft UN rules primarily aimed at computer communications in contract formation and performance. This effort has built on the experience of the Commission through its completion in 1992 of a model national law for electronic funds transfers. The draft rules would facilitate validation of contracts entered into through interactive computers, provide standards for computer equivalency of "writings" and "signatures," allocate risk for users and resolve other issues. The proposed rules are

expected to be ready for final approval at the Commission's plenary session in 1995.

## **Proposed Guidelines for Arbitration Prehearing Conferences**

Draft rules underwent a first reading by the Commission including: determination of jurisdiction; place of arbitration; standards to be applied by the arbitrators; what languages to proceed in; what national laws or international rules would apply; what types of hearings and evidence would be used; how an award would be arrived at and related matters (A/CN.9/396/Add.1). The Commission agreed to continue the work further, but has made no commitment to complete the project. The Commission has already produced two major documents in this field in wide use, the UNCITRAL international commercial arbitration rules and the UNCITRAL model arbitration law (now adopted by several states of the United States).

## **Status of the "Hamburg Rules"**

The United States has signed two competing sets of international rules for carriage of goods by sea, but ratified neither. The second set, known as the "Hamburg Rules" completed by UNCITRAL in 1978, came into force in 1994 but has failed to attract most major shipping and maritime states. Its status was reviewed by the Commission (A/CN.9/401/Add.1) and views were expressed by some states, including the United States. These views were that further revisions, possibly in collaboration with the Comité Maritime Internationale (CMI), which drafted the competing Hague-Visby rules, might prove necessary to bring about needed change in the international legal regime.

## **Future Work Program**

Preliminary discussions, but no decisions, took place on the leading proposals for future work—rules for cross-border

insolvency, receivables financing, and “build, operate and transfer” contracts for development financing.

## **Decade of International Law**

In resolution 44/23 of November 17, 1989, the General Assembly declared the period 1990–1999 the UN Decade of International Law (UN Decade). The four major goals of the UN Decade are: to promote acceptance of and respect for the principles of international law; promote means and methods for the peaceful settlement of disputes between states, including resort to and full respect for the International Court of Justice; encourage progressive development of international law and its codification; and encourage the teaching, study, dissemination and wider appreciation of international law.

The General Assembly has adopted a program of activities for each of the successive 2-year terms of the UN Decade. In resolution 45/40, it adopted the program for the first term (1990–1992), which, among other things, encouraged states to organize special training in international law for legal professionals and to introduce courses on international law for students studying law, political science, social sciences and other relevant disciplines. Subsequently, in resolution 47/32, the General Assembly adopted the program for the second term (1993–1994). One of the projects called for by this program was the holding of a Congress on public international law, which the General Assembly decided should be held at UN Headquarters in 1995. (Resolution 48/30.) The purpose of the Congress will be to promote the role of international law in international relations.

In 1994 the General Assembly adopted resolution 49/50, in which the Assembly, among other things, adopted the program of activities for the third term of the UN Decade (1995–1996). At that time, the United States expressed its support for the goals of the UN Decade, including the increased appreciation and wider dissemination of international law, which remains an area of focus. By way of example, the United States referred to its funding of the New York Bar Association’s Law, Youth, and Citizenship Program through which



the State Bar has established an International Law Project to bring the study of international law to secondary students. The project has published three books designed to teach students the principles of international law, and has held a training program for teachers.

The program for the third term of the UN Decade also includes an invitation to states and international organizations to consider joining and to facilitate the joining by other states of multilateral treaties; a request to the Sixth Committee to consider certain questions relating to the peaceful settlement of disputes; and an invitation to international organizations for suggestions of areas in international law ripe for progressive development or codification. The General Assembly also requested that the Secretary General proceed with the organization of the Congress on public international law, to be held in March 1995.

## **Responsibility for Attacks on UN Peacekeepers and Associated Personnel**

Concluding a process of debate and negotiation that began the prior year in the UN General Assembly's Sixth Committee concerning responsibility for attacks on UN peacekeepers and associated personnel, the UN General Assembly adopted a resolution opening for signature a new Convention on the Safety of UN and Associated Personnel on December 9. The convention fills an important gap in international law by expanding legal protections for peacekeepers and others associated with operations under UN mandates. As a result, the convention fulfills an important objective of the Administration's peacekeeping policy, which directs that the U.S. Government seek additional legal protections for U.S. peacekeepers. The United States signed the convention on December 19, 1994.

The convention contains two major elements. First, it creates a regime of universal criminal jurisdiction over attacks against UN and associated personnel participating in operations under UN mandates. In this respect, the Convention follows the precedents set by a number of terrorism conventions

to which the U.S. Government is a party (such as the Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents of 1973 and the convention against the Taking of Hostages of 1979), by requiring parties to criminalize under their domestic laws attacks against a protected class of persons, and by providing that parties must prosecute or extradite persons accused of committing or aiding in such attacks.

A second element of the convention relates to issues normally addressed in status of forces agreements. In that regard, the convention includes provisions on, *inter alia*, the distinctive identification to be worn by military and police components of UN operations, respect for laws and regulations of the host state, and transit of personnel to and from host states. Moreover, it includes a clause proposed by the U.S. Government in light of our experience with the capture of a U.S. serviceman in Somalia, stating that except as otherwise provided in an applicable status of forces agreement, if UN or associated personnel are captured or detained in the course of the performance of their official duties, they shall not be subjected to interrogation and shall be promptly released and returned to the United Nations or other appropriate authorities. Finally, pending their release they shall be treated in accordance with human rights and humanitarian law principles.

The convention covers all UN operations for the purpose of maintaining or restoring international peace and security (which includes all Security Council authorized operations). It also covers all other operations where the Council or the General Assembly has declared, for purposes of the convention, that there exists an exceptional risk to the safety of the personnel participating in the operation.

The convention does not cover those enforcement actions under Chapter VII of the UN Charter that involve international armed conflict in which UN or associated personnel are engaged as combatants. These types of operations involving combat (like Operation Desert Storm) are covered by the laws of war, and in particular the grave breaches provisions of the

Geneva Conventions of 1949. The U.S. Government specifically sought to achieve just this type of dividing line between the protective regime of this convention and that of the grave breaches provisions under Common Article 2 of the Geneva Conventions.

By virtue of its application to "associated personnel," the convention covers not only UN "blue-hatted" forces, but forces and other personnel associated with a UN force (but not under UN operational control), such as NATO assistance to the UN Protection Force (UNPROFOR) in the former Yugoslavia, U.S. assistance to the UN Operation in Somalia (UNOSOM), and the participation of the U.S. Government and others in the Haiti Multinational Force. The U.S. and other Delegations made statements on the record at the UN General Assembly confirming this understanding of the breadth of coverage of the convention. The definition of associated personnel also includes: nonmilitary personnel and contractors engaged by the United Nations; nongovernmental organizations deployed under an agreement with the United Nations and associated with a covered operation; and officials and experts on mission of the United Nations or its specialized agencies who are present where a UN operation is being conducted.

This convention will be submitted to the Senate for advice and consent to ratification.

## **Host Country Relations**

In 1971 the General Assembly established the Committee on Relations with the Host Country to replace the informal Joint Committee on Host Country Relations. The current Committee, which is composed of the Representatives of the United States and 14 other UN member nations, is responsible for issues relating to the implementation of the Headquarters Agreement between the United Nations and the United States, as well as the Convention on the Privileges and Immunities of the United Nations. Issues under discussion during 1994 included: security of UN missions and safety of personnel; diplomatic privileges and immunities; financial indebtedness

of UN missions and their personnel; vehicles and parking; insurance, educational opportunities and health care for diplomats and their dependents; and issuance of visas to and the admission of UN-accredited diplomats and their families to the United States.

The Committee held five meetings during 1994, i.e., on March 24, June 17, September 9, October 24 and November 10. Ambassador Alecos Shambos, the Permanent Representative of Cyprus, served as the Committee's chairperson throughout 1994. In addition, a working group established by the Committee met several times to discuss the problem of diplomatic debt and to examine the possibility of making an arrangement with health maintenance organizations (HMOs) to offer the UN community more affordable medical and dental care. Four HMOs participated in a seminar, sponsored by the Committee, for foreign missions to the United Nations. In response to requests from a number of missions, the U.S. Mission to the United Nations arranged an on-site visit to Kennedy International Airport in September to permit foreign delegations to meet with officials there to discuss a range of arrival and admissions issues.

## **Diplomatic Debt**

The growing problem of the financial indebtedness of UN missions and their personnel was discussed at all five meetings and continues to be an issue of major concern to the members of the Committee, the United Nations, the U.S. Mission to the United Nations and the Department of State. At the November 10 meeting, the Representative of the United States made a statement on the diplomatic debt issue. He pointed out that the chronic problem of indebtedness was growing rapidly and that, as of that date, this debt totaled over \$6 million, compared with \$4 million a year earlier. Of this, 41 percent of this was owed to banks and other financial institutions and another 37 percent was owed to landlords. This debt problem is beginning to have an adverse effect on the operations of a large number of UN missions and diplomats, including many that do meet their financial obligations. The financial credibility of the entire UN community is at risk.



The Representative noted that one prominent bank has decided not to make any more loans to diplomatic missions or individual diplomats and that it is becoming increasingly difficult for missions and diplomats to lease property. As the problem exists not only in New York but in other UN host cities as well, it was suggested that the United Nations become more directly involved in addressing the issue of diplomatic indebtedness on a UN system-wide basis. To that end, the Committee's report to the UN General Assembly contained a recommendation that the Secretary General provide a report on the extent of the problem and on what steps the organization might be prepared to take in this regard.

## **Security of UN Missions**

Security of missions and safety of their personnel was another issue of great interest to the Committee on Relations with the Host Country. During the discussions on this, the Representative of the United States condemned acts that violated the premises of diplomatic missions or the security of mission personnel. He noted that the protection of diplomats, diplomatic missions, and diplomatic property was the clear responsibility of the host country; the host country would continue to meet its obligations in this regard. He also condemned violence and violations of the law committed by foreign diplomats and members of diplomatic missions, particularly in cases where such activities impede U.S. law enforcement personnel from assuring that U.S. treaty obligations are met with regard to the security of missions.

## **Other Issues**

On December 9 the General Assembly adopted resolution 49/56 by consensus. It approved the report of the Committee on Relations with the Host Country. This resolution endorsed the recommendations and conclusions of the Committee contained in its report, voiced concern about the indebtedness problem, and expressed its appreciation for the efforts made by the host country.

The Representative of the United States, speaking as host country, announced that effective January 10, 1994, travel

restrictions on members of the Romanian mission and Romanian employees of the UN Secretariat were lifted. The Committee welcomed that decision.

At its March 24 meeting, the Committee decided to rationalize its work by requesting that member states notify the Committee Secretary in advance of each meeting of the specific issues which they would wish to address at an upcoming session. This new procedure simplifies the Committee's agenda and, by focusing the discussion of issues, ensures a more informed debate.

## **International Terrorism**

The General Assembly adopted an unprecedented "Declaration on Measures to Eliminate International Terrorism." Contained as an annex to General Assembly resolution 49/60, the Declaration "reaffirms" states' unequivocal condemnation of all acts, methods and practices of terrorism as criminal and unjustifiable. The declaration also calls upon all member states to fulfil their obligations under the UN Charter and international law with respect to combatting terrorism by taking effective and resolute measures to eliminate it. This consensus document, which contains no explicit references to an exception for acts committed in connection with a struggle for national liberation or convening an international conference to define terrorism, represents a significant achievement for the international community in the fight against terrorism.

## **Observer Status in the UN General Assembly**

At the request of the United States, the question of criteria for the granting of observer status in the UN General Assembly was included as an item in the agenda of the 49th session of the General Assembly, and an *ad hoc* working group within the Sixth Committee was created to study the question. The U.S. request was prompted by the granting of observer status to the Sovereign Military Order of Malta because of its "special role in international humanitarian relations" and the subsequent application for observer status submitted on behalf of the International Federation of Red Cross and Red Crescent

Societies (which also was granted). The United States, along with other states, was concerned that, in the absence of firm criteria, the General Assembly would become inundated with applications for observer status by various nongovernmental organizations.

The United States and other states noted that extending observer status outside of nonmember states and intergovernmental organizations was contrary to general practice and threatened to dilute the privileges currently afforded to observers to the General Assembly. States also expressed concern about the need or wisdom of further opening observer status at the General Assembly to nongovernmental organizations, when Article 71 of the Charter already provided an avenue of access to the UN Economic and Social Council by such organizations.

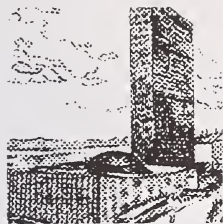
Although observer status was granted to the International Committee of the Red Cross (ICRC) in October 1990, the Italian Representative introducing the draft resolution specifically noted at the time that the ICRC was an exceptional case in view of its special responsibilities under the Geneva Conventions. The United States, and other states, made clear that the General Assembly's consensus resolution 45/6 should in no way set a precedent for any other humanitarian organizations to be accorded the status given to the ICRC.

The *ad hoc* working group examined the past practice of according General Assembly observer status, and ultimately recommended to the Sixth Committee that it adopt a decision recommending that observer status be granted only to states and to those intergovernmental organizations whose activities cover areas of interest to the General Assembly. The Sixth Committee adopted this decision and recommended it to the General Assembly. On December 9, 1994, the General Assembly, noting the recommendation of the Sixth Committee and the oral report of the Chairman of the *ad hoc* working group, "decided that the granting of observer status in the General Assembly should in the future be confined to states and to those intergovernmental organizations whose activities

cover matters of interest to the Assembly.” Decision 49/426 was adopted without a vote.



## Part 9



# Administration and Budget

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## Introduction

President Clinton's FY 1995 budget requested essentially full funding of U.S. assessed contributions to the UN system organizations. It extended to 7 years the previously existing 5-year plan to eliminate U.S. arrears to the United Nations and other international organizations.

A renewed focus on reform marked U.S. efforts in 1993 regarding UN budget, administration and institutional management issues. Major accomplishments were the establishment of the Office of Internal Oversight Services, equivalent to an Office of Inspector General in the United States, and consensus approval by the UN General Assembly of a UN program budget outline for the 1996–1997 biennium, which provides for negative real growth and a contingency fund to finance new activities. (Resolution 49/217.) This consensus approval of the budget outline continued implementation of the budget process reforms established in General Assembly resolution 41/213 in 1986.

The work of the General Assembly's Fifth Committee (Administrative and Budgetary) deals with organization-wide administrative problems. The Fifth Committee must provide information on how General Assembly resolutions with financial implications, if adopted, would affect the UN budget. Its most important function is to make recommendations to the General Assembly on the regular program budget and on

assessed peacekeeping budgets, which have greatly increased in size and importance.

Several special UN elements assist in this work. In financial matters, there are two key expert bodies composed of individuals acting as independent experts rather than as instructed delegates. The Advisory Committee on Administrative and Budgetary Questions (ACABQ) examines the Secretary General's proposals and reports to the General Assembly on UN budgets and UN accounts, on administrative budgets of UN specialized agencies and on other administrative, financial and budgetary matters referred to it. The Committee on Contributions advises the General Assembly on all questions relating to apportionment of UN expenses among member states. Other expert financial bodies are the Board of Auditors, the Investments Committee (which advises on the management of the Pension Fund) and the UN Joint Staff Pension Board.

The International Civil Service Commission (ICSC), another expert body, makes recommendations to the General Assembly on the regulation and coordination of conditions of service within the United Nations, specialized agencies and other international organizations that participate in the UN common system of salaries and allowances. The Committee on Conferences is an intergovernmental administrative body that develops a workable calendar of UN meetings and advises the Assembly on the most efficient use of conference resources and on current and future requirements.

The Administrative Committee on Coordination (ACC), composed of the UN Secretary General and executive heads of specialized agencies, IAEA and other major bodies and programs, meets regularly to supervise implementation of agreements between the United Nations and specialized agencies and to coordinate activities of the various organizations. The Committee for Program and Coordination (CPC), an

intergovernmental body, serves as the main subsidiary organ of both ECOSOC and the General Assembly for planning, programming and coordination. It plays an additional key role in implementation of the new consensus-based budget process. The Joint Inspection Unit (JIU), a group of experts who serve full time, is empowered to investigate and evaluate any matter bearing on efficiency of services and proper use of funds.

## **UN Reform**

On July 29 the UN General Assembly adopted resolution 48/218 B by consensus. It established the Office of Internal Oversight Services (OIOS) under the authority of the UN Secretary General. The head of the OIOS would be at the rank of Under Secretary General whose appointment, following consultations with the UN member states and approval by the General Assembly, would be made by the UN Secretary General. The adoption of this resolution represented a major success for the United States, which had been in the forefront in calling for the establishment of an independent office in the United Nations to improve accountability and oversight. Following adoption of the resolution, the U.S. Permanent Representative to the United Nations, Ambassador Madeleine K. Albright, made a statement to the plenary of the UN General Assembly expressing the significance of this resolution for the United Nations and its member states:

... the passage of this resolution constitutes an historic step forward for the United Nations. The new Office of Internal Oversight Services will make this organization more efficient, more effective and more accountable. That will be good for the United Nations; it will be good for millions around the world who rely upon the United Nations for services; it will be good for those who do business with the United Nations; and it will be good for those—our taxpayers—who pay the UN's bills.”

On August 24, upon the recommendation of the UN Secretary General, the General Assembly approved the appointment of Ambassador Karl Theodor Paschke of Germany as Under Secretary General for Internal Oversight Services. Ambassador Paschke, who had been serving as Director General for Personnel and Management of the German Foreign Office, will in his new appointment serve for one fixed term of 5 years beginning on November 15, 1994.

At the 49th UN General Assembly, the Fifth (Administrative and Budgetary) Committee considered the agenda item entitled "Review of the efficiency of the administrative and financial functioning of the United Nations" at 19 meetings between October 24 and December 22, 1994, inclusive. Although the agenda item was considered at length, the Fifth Committee was unable to complete consideration of all of the issues included under this agenda item in the time allotted for the regular session of the 49th UN General Assembly. As a result, and based on the recommendation of the Fifth Committee, the General Assembly, in its decision 49/461, decided to defer consideration of this agenda item until the resumed session of the 49th UN General Assembly in 1995. It was adopted without a vote. Among the many issues deferred to the resumed session were several reports of the Secretary General, including the financing of the International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991 (UN document A/49/810); the report of the Secretary General on special representatives, envoys and related positions (A/C.5/49/50); report of the Secretary General on conditions of service and compensation for officials other than Secretariat officials: pension scheme for the members of the International Court of Justice (UN document A/C.5/49/8); report of the Secretary General on the UN telecommunications system (UN document A/C.5/49/26); and several other reports. The complete



list of reports and documents whose consideration were deferred to the resumed session of the General Assembly were cited individually in decision 49/462, which was adopted by consensus on December 23.

Although subsequently deferred to the resumed session of the 49th General Assembly, the report of the Secretary General entitled "Establishment of a Transparent and Effective System and Accountability" elicited considerable interest and praise from several delegations, including the United States. The report identifies several initiatives of the Secretary General to improve overall management and accountability in the UN Secretariat, including efforts to implement a new "management culture" in the UN Secretariat as a whole. These include the establishment of a new personnel performance appraisal system, greater delegation of authority to line managers at Headquarters and in the field, enhanced training of Secretariat staff, implementation of a "self-evaluation" system for Secretariat staff, clearer lines of authority and responsibility among the various Secretariat elements and revisions in the UN code of conduct for Secretariat personnel.

In a statement of October 31 to the Fifth Committee, the U.S. Delegate noted that

... we are very pleased with the proposals set out in this report—and the initiatives they manifest ... the measures proposed fit into the overall framework for management reform which the Fifth Committee has been actively pursuing during the last several years.

At the same time, he said that, while the Secretary General's report outlined an ambitious plan for improving the management of Secretariat operations, the plan's progress required careful monitoring so that any obstacles could be identified early and overcome. He stated that "... opposition (to the plan) should be anticipated and mechanisms put in place to see to it that this complex enterprise is not derailed."

In addition to the measures proposed in the Secretary General's report, the U.S. Delegate invited the Secretariat to consider additional tools that could help achieve improved accountability. These include the requirement for financial disclosure statements for senior managers and staff responsible for contracting and procurement, the conduct of regular vulnerability assessments in all segments of the Secretariat and the extension of the UN code of conduct to all UN officials who receive remuneration of some kind from the United Nations. In concluding his statement, he noted that

... the Secretariat and its senior management face a tremendous challenge in implementing this system of responsibility and accountability. But we are also well aware of its importance to our organization. As member states, we should do all that we can to ensure the success of these endeavors, for they are crucial to invigorating our organization so that it will be better able to handle the challenges of the next 50 years.

## **Current Financial Crisis of the United Nations**

The issue of the financial situation of the United Nations was addressed in plenary, under agenda item 10 of the 49th session of the UN General Assembly. In considering this item, the General Assembly on December 23 approved by consensus resolution 49/143 which, *inter alia*, took note of the Secretary General's statement of October 12 to the General Assembly concerning the financial situation of the United Nations. The resolution also called for the establishment of a high-level, open-ended working group to consider additional measures aimed at ensuring a sound and viable financial basis for the organization. Under the chairmanship of the President of the General Assembly, the working group was requested to submit, through the Fifth Committee, a progress report on its work, with the broadest possible agreement for review before the end of the 49th session of the General Assembly.

In his statement of October 12 to the UN General Assembly, the Secretary General noted that, at the end of August 1994, UN member states owed some \$3.2 billion for assessments levied but not paid. This amount did not reflect the payments totaling approximately \$1.2 billion that were made after October 1 by the United States toward its outstanding assessments for the regular budget and for peacekeeping operations. In terms of its internal finances, at the end of August 1994 the United Nations had \$375 million in cash balances on hand against which it owed approximately \$1.7 billion to various creditors: \$1 billion to approximately 70 member states for the cost of troops and equipment for UN peacekeeping missions; \$400 million to vendors and suppliers; and \$325 million for budgetary surpluses in prior years, amounts which should have been returned to the UN member states. In addition, the Secretary General noted that the United Nations required approximately \$400 million each month to meet the cost of the regular budget and peacekeeping operations.

The Secretary General identified several causes of the UN's precarious financial situation. One cause is the practice of late payments made by member states of assessed contributions for both the regular budget and peacekeeping operations. By the end of August 1994, only 56 member states had paid their regular budget assessments in full, while 70 member states had not made any payment toward their 1994 regular budget assessments. A second cause of the UN's financial difficulties lies in the extensive delay involved from the time that the Security Council approves a new peacekeeping operation to the time that assessments for the operation are actually received by the United Nations. The Secretary General urged the General Assembly to review the existing procedure with a view to making recommendations for improvement. In addition to late or delayed payments, the Secretary General noted that a more fundamental problem concerning the UN's difficult financial situation is the fact that the United Nations has

extremely limited cash reserves. The level of the working capital fund represented less than 1 month's requirement of the regular budget and was virtually depleted. The peacekeeping reserve fund also had virtually no cash balances at the time of the Secretary General's statement. In addressing the UN's need for a secure capital base with attendant cash reserves, the Secretary General urged member states that, in considering solutions to the financial difficulties of the United Nations, the member state not only take account of the problems of late and delayed payments, but also "the fundamental problem of inadequate reserves."

The Secretary General also took note of the fact that the method of assessment is "another important element in the organization's financial structure." He indicated that, over the years, member states have endorsed three basic concepts regarding the organization's expenses:

- The concept of "capacity to pay."
- The concept that the permanent members of the Security Council bear a special responsibility for peacekeeping operations and, therefore, should bear a greater share of the peacekeeping costs.
- The concept that realignment of member states' contributions should be based on objective criteria.

The Secretary General stated that member states may wish to review the practical application of these concepts in the apportionment of the organization's expenses, with a view to ensuring that each member is satisfied that the present scale of assessments is equitable. The Secretary General noted that, as the member states perform this review, it is possible that adjustments to the existing arrangements could emerge.

The high-level open-ended working group that was established under UN General Assembly resolution 49/143 was



scheduled to meet in early spring 1995 at a resumed session of the 49th UN General Assembly.

## **UN Budget**

The 49th UN General Assembly adopted four resolutions relating to the UN regular budget: resolution 49/218, final appropriations for the biennium 1990–1991; resolutions 49/219 and 49/220, revised estimates relating to the program budget for the biennium 1994–1995; and resolution 49/217, the proposed program budget outline for the biennium 1996–1997. All resolutions were adopted by consensus on December 23.

In adopting resolution 49/218, the General Assembly decided to appropriate for the biennium 1990–1991 an additional amount of \$17,233,000 and to increase the estimates of income by \$7,297,700 for income section one and \$1,982,300 for income sections two and three. The General Assembly also decided that the net increase in appropriations would be set off against the budgetary surplus of \$37,468,100 for the biennium 1992–1993 that was available for credit to member states against their assessments for 1995.

In resolution 49/218, the General Assembly recalled the conclusion of the Board of Auditors that maintaining supernumerary staff beyond December 31, 1989, bypassed the objective of the retrenchment mandated by the General Assembly and that payments in 1990–1991 to such supernumerary staff should not have been effected without prior approval of the Assembly. The General Assembly expressed regret at the decision of the Secretary General to maintain the supernumerary staff beyond December 31, 1989, without prior approval of the Assembly, and expressed regret also at the lack of transparency in the reports to the General Assembly regarding payments to the supernumerary staff. The General Assembly requested the Secretary General to exercise utmost discipline

in financial management to ensure compliance with UN financial rules and regulations, including rule 114.1 on personal responsibility, and to include full implementation of those rules and regulations as a specific performance indicator in the performance appraisal of all managers.

Under UN General Assembly resolutions 49/219 and 49/220, the General Assembly approved revised estimates for the program budget for the biennium 1994–1995. Overall, the revised 1994–1995 appropriations increased by \$28,074,200 to an overall budget level of \$2,608,274,400 for the full biennium. Income, as revised, decreased by \$45,321,200 to \$432,080,500, which reflected primarily a reduction in income relating to staff assessment. A similar reduction was made in appropriations for budget section 28 (staff assessment) to take account of the Secretary General's revised methodology for calculating the now reduced appropriations required for this budget item. With respect to appropriations, the General Assembly approved \$30,665,600 in additional appropriations for peace and security related items. This included \$19,266,000 for the expansion of the UN Observer Mission in South Africa (UNOMSA), \$10,069,600 for the UN human rights mission in Guatemala (MINUGUA), \$1,000,000 for UN emergency assistance to Afghanistan and \$330,000 for peace and democracy efforts in Central America.

With respect to the contingency fund, the General Assembly approved additional appropriations of \$14,681,300 relating to items financed by the contingency fund for the biennium 1994–1995. The largest of these pertained to additional amounts for the UN Integrated Management Information System (\$6,337,200), UN High Commissioner for Human Rights and the Human Rights Center (\$4,473,000) and the Office of the UN Special Coordinator in the Occupied Territories (\$2,242,100). The amount initially approved for

the contingency fund for the biennium 1994–1995 was \$20,000,000. As a result of the \$14,681,300 in contingency fund drawn-downs approved by the 49th General Assembly, as well as the \$3,803,400 in draw-downs approved previously by the 48th Assembly, there remained an unexpended balance of \$1,362,800 in the contingency fund for 1994–1995.

In approving the 1994–1995 revised budget estimates, the 49th General Assembly also approved the establishment of a new budget section 32 for the International Seabed Authority. A total of \$776,000 was transferred from section 7 (Law of Sea and Ocean Affairs) to the new section 32.

In accord with its resolution 41/213 of December 19, 1986, by which the General Assembly requested the Secretary General to submit in off-budget years an outline of the proposed program budget for the following biennium, the General Assembly approved by consensus resolution 49/217, the program budget outline for the biennium 1996–1997 as proposed by the Secretary General in document A/49/310. The resolution invites the Secretary General to prepare his proposed program budget for 1996–1997 based on an overall appropriation level of \$2,574,000,000 at the initial 1994–1995 rates, recosted to \$2,548,400,000 at revised 1994–1995 rates and taking into account also actual expenditure data as available for 1994. In this same resolution, the General Assembly decided also to establish the contingency fund at \$20,600,000, or 0.75 percent of the preliminary estimate of the budget outline at 1996–1997 rates.

## **Audit Reports**

In six meetings between October 31 and December 21, the Fifth Committee considered the financial reports and audited financial statements for the period ended December 31, 1993, and the reports and audited opinions of the Board of Auditors concerning the United Nations. The Committee considered

peacekeeping operations, International Trade Center (ITC), UN University (UNU), UN Development Program (UNDP), UN Population Fund (UNFPA), UN Children's Fund (UNICEF), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UN Institute for Training and Research (UNITAR), UN Environment Program (UNEP), voluntary funds administered by the UN High Commissioner for Refugees, UN Habitat and Human Settlements Foundation and the UN International Drug Control Program.

The Committee also considered the report of the Advisory Committee on Administrative and Budgetary Questions and a proposal for a change in the term of office of members of the Board of Auditors from 2 to 4 or 6 years.

On October 31 the Deputy Comptroller and Auditor General of the United Kingdom presented the report of the Board of Auditors and summarized significant findings. In general terms, he welcomed the proposals put forward by the Secretary General on responsibility, authority, accountability and transparency. He also expressed a positive view toward the establishment of the Office of Internal Oversight Services and hoped that collaboration with OIOS would take place. Turning to the financial statements, he noted that for the first time, the Board had issued a separate report on the UN peacekeeping operations in 1992–1993. Unfortunately, the Board qualified its opinion on these statements given its disagreement with the United Nations over the valuation placed on assessed contributions for peacekeeping operations. He also remarked that qualified opinions on the financial statements of UNDP, UNFPA and the UN International Drug Control Program were also rendered given the continuing inability to obtain sufficient evidence from governments and NGOs that funds advanced to them for technical cooperation projects had been used for those purposes.



With respect to management related issues, he emphasized that the Board had undertaken horizontal studies in procurement and concluded that the following steps should be taken: effective planning of procurement; greater use of open tenders; and sufficient in-house expertise. In the case of the UN Integrated Management Information System (IMIS), the Board was critical of the UN's lack of detailed planning for implementation and substantial cost-overruns. Regarding the management of technical cooperation projects, the Board called for more active management of projects within a structure clearly establishing lines of responsibility and accountability.

On November 11 the U.S. Delegate delivered the U.S. statement, criticizing the United Nations for persistent weaknesses in financial controls, procurement and inventory practices, particularly the UN's failure to conduct a physical inventory at Headquarters since 1987. He offered hope that the newly established, independent OIOS would rectify this situation. He also drew attention to serious problems related to short-term contracts and the proliferation of checking accounts, which give rise to poor cash management practices.

In the area of procurement, he referred to the existence of the high-level group of experts to review procurement proposals and echoed the views of the Board that the United Nations must have a procurement policy that promotes competition, fairness and transparency. He also expressed support for the extension of the term of office of members of the Board to 4 years, with a limit of two consecutive terms, to permit synchronization with the budget cycle.

Following are key elements of the draft resolution "Financial reports and audited financial statements, and reports of the Board of Auditors" adopted by the Fifth Committee on December 21 and formally adopted by the General Assembly on December 23, without a vote, as resolution 49/216:

- Requests the Board of Auditors to consider, in the light of the report of the Office of Internal Oversight Services on the Security Access System, whether it is necessary for the Board to undertake a further review of the project, including its development and the method of procurement and managerial accountability, both at the inception and execution of the project;

- Expresses concern that the Board of Auditors was unable to confirm cash-in-hand balances for the majority of the peacekeeping operations, and requests the Secretary General to ensure that, for each peacekeeping operation, the cash counts are reconciled on a regular basis with the accounting records;

- Requests the Secretary General to consult with the Board of Auditors on appropriate measures to avoid the recurrence of the qualification of the audit opinion of the financial statements of the UN peacekeeping operations;

- Requests the Secretary General to take immediate action to implement these recommendations, taking into account the views expressed by member states during the discussions in the General Assembly, keeping the Board of Auditors fully informed of the ongoing measures taken, and requests the Board of Auditors to report thereon to the Assembly at its 50th session;

- Also requests the Secretary General to submit a report to the General Assembly, through the Advisory Committee on Administrative and Budgetary Questions, no later than April 30, 1995, containing proposals for the improvement of the procurement activities of the Secretariat;

- Requests the Secretary General and the executive heads of UN organizations and programs to pursue their efforts to ensure full compliance with the common accounting standards in submitting the financial statements for the biennium

1994–1995, including, *inter alia*, disclosure of valuation of property, contributions-in-kind, and cash held in nonconvertible currencies; calculation and disclosure of full long-term liability for termination benefits; and calculation and disclosure of delays in the collection of assessed contributions, with a view to improving disclosure in the financial statements;

- Welcomes decision 94/30 of October 10, 1994, of the Executive Board of the UNDP/UNFPA and decision 1994/R.3/6 of October 5, 1994, of the Executive Board of UNICEF on harmonization of the presentation of budgets and accounts; and

- Requests the executive heads of UNDP, UNFPA and UNICEF to report, through the ACABQ, to their respective governing bodies on the implementation of those decisions and to the ECOSOC at its substantive session in 1995.

At the insistence of Mexico, the resolution calls for postponement of the issue relating to the terms of office of the Board of Auditors until it could be taken up in conjunction with the Secretary General's report on improving external oversight mechanisms at the resumed 49th UN General Assembly session.

## **Financing Peacekeeping Operations**

Considerable activity related to the financing of UN peacekeeping operations continued in 1994, but the year marked a pause in, and perhaps an end to, their recent rapid expansion. All resolutions related to peacekeeping financing were adopted by consensus. One operation was completed (Mozambique) while two operations (El Salvador and Somalia) were phased down in preparation for termination. The remainder were continued from prior years. The only new operation to be funded by an assessed special account was an observer mission in Tajikistan, although final action on financing was delayed to early 1995. A good offices mis-

sion on the Libyan/Chad border, started and completed in less than 40 days, was financed from the UN regular budget. The largest operation at the end of the year was in the former Yugoslavia.

Financing resolutions were adopted to continue a number of UN peacekeeping operations. These were for the UN Disengagement Observer Force (UNDOF) on the Golan Heights (Resolutions 48/253 and 49/225); the UN Interim Force in Lebanon (UNIFIL) (Resolutions 48/254 and 49/226); the UN Angola Verification Mission (UNAVEM II/III) (Resolutions 48/241 and 49/227); the UN Observer Mission in Georgia (UNOMIG) (Resolutions 48/256 and 49/231); the UN Mission in Haiti (UNMIH) (Resolution 48/246); the UN Observer Mission in Liberia (UNOMIL) (Resolutions 48/247 and 49/232); the UN Assistance Mission for Rwanda (UNAMIR) (Resolutions 48/245 and 48/248), with which the UN Observer Mission for Uganda-Rwanda (UNOMUR) was integrated (Resolution 48/245); the UN Iraq/Kuwait Observer Mission (UNIKOM) (Resolution 48/242); the UN Force in Cyprus (UNFICYP) (Resolutions 48/244 and 49/230); and the UN Mission in Western Sahara (MINURSO) (Resolution 48/250). All were adopted without a vote. In the case of the Iraq/Kuwait border and Cyprus operations, the relevant resolutions continued the provisions established in 1993 for significant voluntary funding by the locally interested parties, i.e., Kuwait for UNIKOM and Greece and Cyprus for UNFICYP.

Resolutions were adopted, without a vote, relating to completion of the UN Transitional Authority in Cambodia (UNTAC) (Resolutions 48/255 and 48/257), the UN Observer Mission in Mozambique (ONUMOZ) (Resolution 48/240), and the phaseout of the UN Observer Mission in Somalia (UNOSOM II) (Resolutions 48/239 and 49/229) and the UN Observer Mission in El Salvador (ONUSAL) (Resolution 48/243).



Operations in the former Yugoslavia were the UN's largest financial undertaking since the height of operations in Cambodia. Operations in Croatia, Bosnia and Herzegovina, and in the Former Yugoslav Republic of Macedonia continued in 1994, financed as a single overall operation. (Resolutions 48/238 and 49/228.)

Reform of the financing and management of UN peacekeeping remained a high priority for the United States throughout the year. Toward this end, the United States supported a comprehensive resolution on the administrative and budgetary aspects of the financing of the UN peacekeeping operations (Resolution 49/233), which contained a large number of provisions related to budget cycles, contingent-owned equipment, death and disability benefits, financial authority, host country agreements, international contractual personnel, liquidation, mission subsistence allowance, review by the Office of Internal Oversight Services, oversight, the peacekeeping reserve fund, rotation of troops, standardization of the budget process and format, and start-up kits. This resolution reflected consideration by member states of Secretariat reports (A/48/495 and A/49/557) that were called for by resolution 47/217 B and decision 48/472 B.

Also, at the end of the year, the United States supported a resolution (Resolution 49/143) which established a high-level working group to review the financial situation of the United Nations. This high-level working group would provide a forum for consideration of changes in the peacekeeping scale of assessments as required by the U.S. decision to reduce its peacekeeping assessment rate to 25 percent by October 1, 1995.

## Scale of Assessments

On November 29 the General Assembly approved by consensus resolution 49/19 A, which established an *ad hoc* inter-

governmental working group of 25 experts to study and examine all aspects of the implementation of capacity to pay as the fundamental criterion in determining the scale of assessments for contributions to the regular budget. The working group, comprising experts in economics, finance, statistics and related fields, would be appointed by the President of the General Assembly with due regard for equitable geographic representation. The group would submit its report to the General Assembly no later than May 15, 1995, in order to permit the Committee on Contributions to take the report into consideration at its next regular session in June–July 1995. In this resolution the Assembly also decided that the activities of the working group were to be funded from within existing UN resources; however, voluntary contributions from member states, including the defraying of the costs of participation of their own experts appointed to the group, also would be welcomed from the member states.

The second part of this resolution (Resolution 49/19 B) was approved by consensus on December 23 and established the scale of assessments for the regular budget for the 3-year period 1995–1997. The assessment rate of the United States would remain unchanged at 25 percent for each of the 3 years.

There was only one contentious point in the debate on the establishment of the 1995–1997 scale. It involved Japan, whose rate is moving upward as a result of favorable economic changes, and several states of the former Soviet Union, whose rates are moving down. The point of contention revolved around the question of how fast 50 percent of the effects of the scheme of limits should be phased out over the 1995–1997 period. At the 48th UN General Assembly in 1993, the Fifth Committee had given guidance to the Committee on Contributions on the parameters of the scale that included progress, from the perspective of the United States, on items such as reducing the base period and phasing out the

scheme of limits, half of it in 1995–1997 and the remainder in 1998–2000. However, the guidance did not specify the exact schedule for the phaseout within the 3-year periods. The Committee on Contributions recommended rates for 1995, 1996 and 1997, which phased out the scheme of limits in three steps. Several states of the former Soviet Union objected to this approach and argued for a one-step phaseout instead. Japan, which benefits from the scheme of limits, urged approval of the Committee on Contributions recommendation for the slower, three-step phaseout. The impasse was broken by a new and inventive calculation, which allowed for the rates recommended by the Committee on Contributions for 1995 and 1997 to remain. The rate for 1996 would be established by multiplying the 1997 rate by three, adding that number to the 1995 rate and dividing by four. In response to objections by Egypt that the new calculation would result in a 1996 rate for Egypt that would be higher than it would have been under the rate recommended by the Committee on Contributions, both Russia and Italy agreed to absorb Egypt's increase for 1996. With this last point of contention resolved, the Fifth Committee was able to recommend to the General Assembly the scale of assessments for 1995–1997, which subsequently was reflected in Assembly resolution 49/19 B.

## **Committee for Program and Coordination**

The Committee for Program and Coordination (CPC), composed of delegates from 34 member states, is the main subsidiary organ of both the General Assembly and ECOSOC responsible for planning, program and coordination. As such, the CPC provides a forum for the United States to exercise appropriate influence on budget size and priorities. UN reports provide the basis for debate. The delegates, acting on instructions from governments, are charged with reviewing UN programs as defined in the medium-term plan, development of evaluation mechanisms, priority-setting and assis-

tance to ECOSOC in its coordination function. Recommendations made by the CPC are based on consensus.

The 34th session of the CPC met in New York May 16–23 and August 29–September 16. Representatives of the Secretary General and UN-affiliated agencies also participated.

The following agenda items were of primary interest to the United States:

**Proposed program budget for 1996–1997.** The U.S. Delegation endorsed the proposed budget outline level for the 1996–1997 biennium, as well as the priorities reflecting general trends of a broad sectorial nature. The primary U.S. objective of preserving zero real growth in the budget outline was achieved. The Committee recommended that the General Assembly consider the Secretary General's preliminary estimate as the basis for its decision, taking into account the following observations: the estimate should be adequate to implement all mandated activities; some activities had as yet no legislative mandate; and the Secretary General should try to achieve further efficiency gains.

**Establishment of a system of responsibility and accountability of program managers.** This year the Committee saw the results of its 1993 criticism of the Secretary General's plan for relying on existing systems, and welcomed a new plan, which included elements the Committee had recommended be in place by January 1, 1995. These are: establishing clear responsibility for program delivery, including performance indicators; a mechanism to ensure that managers are held accountable for use of personnel and financial resources; performance evaluation for all officials, including senior officials; and training of staff in financial and management responsibilities.

**Prototype of new format for the medium-term plan.** For several years, the United States has argued that the format in



use was limited in its utility as a means of allocating UN resources. The Committee welcomed the proposed new format consisting of a perspective and program framework for 4 years beginning in 1998 and noted that the specification of clear objectives and expected results would facilitate evaluation of programs. The Committee also stressed the need for further consultations, noting that once the General Assembly approves the new format, the Secretary General was to draft the medium-term plan for review, where feasible, by the specialized intergovernmental bodies prior to the next session of the CPC.

Other topics of discussion were:

**Program performance for 1992–1993.** The Committee commended the report, noted a decrease in the overall rate of implementation and emphasized the need for a closer link between program performance and budget performance reports and for timely submission of the Secretary General's report on the system of accountability and responsibility.

**Peacekeeping operations—start-up phase.** The Committee noted the frank discussion of problems and took note of the recommendations, agreeing that the General Assembly would have to review them in light of possible statements of budget implications during the 49th General Assembly.

**Strengthening the role of evaluation findings in program design, delivery and policy direction.** The Committee recommended that the following programs be subject to independent evaluation: Peacekeeping Operations (in 1995), Department of Public Information (in 1996), Statistics and Department of Humanitarian Affairs (in 1997).

**Evaluation of Program 45, Africa.** Two observations predominated in the discussion: concern over declining resources contrasted with concern about overlapping and duplication. The Committee endorsed the recommendations in the report.

**Implementation of CPC recommendations on evaluation of the development issues and policies program for the Economic Commission for Africa.** Delegates expressed varying views, e.g., that resources for ECA and the Multilateral Programming and Operational Centers were inadequate, that the work lacked quality but that additional staff was not the solution.

**In-depth evaluation of the UN program on social development.** The discussion revealed varying program priorities among delegates.

**Report of the Administrative Committee on Coordination (ACC) and preparations for joint meetings of the ACC and CPC.** The Committee recommended that joint meetings should continue to be held at the level of government representatives, and heads of UN organs and agencies agreed that the theme should be African economic recovery and development.

**System-wide plan of action for Africa.** The Committee took appreciative note of the plan, but called attention to the decline in resources for development financing.

**JIU Report on Staffing of UN Peacekeeping and Related Missions (Civilian Component).** The Committee agreed with the diagnosis of imperfections in staffing the civilian component, and suggested it be discussed further in the Fifth Committee.

**Restructuring the Secretariat.** Most delegations commented favorably on the enhanced effectiveness in peacekeeping and other field operations, the efforts to streamline the Department of Administration and Management and improve management culture, and the consolidation of oversight functions in the Office of Internal Oversight Services. At the same time, they noted that restructuring was an ongoing

process that would take time and require consultation with member states.

**Proposed revisions to the medium-term plan for 1992–1997.** The Committee reviewed proposed revisions to 23 programs (such as peaceful uses of outer space, protection of human rights, trade and development, public administration and finance, population and statistics) but approved only a few, noting that the balance were to be reviewed by the relevant committees of the General Assembly.

**Norms for classification of posts.** The Committee recommended that this topic be considered further by the relevant main committee of the General Assembly.

Divergence of views was most noticeable on development issues and the human rights program.

## **Joint Inspection Unit**

The Joint Inspection Unit (JIU) consists of 11 inspectors authorized to investigate matters pertaining to efficient and effective operations in the UN system. These inspectors serve in their personal capacity as experts on the UN system and are appointed by the UN General Assembly for 5-year terms that can be renewed only once. Richard V. Hennes of the United States, serving his second 5-year term, was an Inspector during 1994. The Unit focuses on improving management of UN programs and agencies and on encouraging greater coordination at all levels.

For 1994 the JIU published nine reports on:

- UN system support for science and technology in Africa;
- Regional presence of the International Telecommunication Union;
- Advancement of the status of women in the UN Secretariat in the era of “human resources management” and “accountability”: a new beginning?;

- Communication for development programs in the UN system;
- Towards a new system of performance appraisal in the UN Secretariat: requirements for successful implementation;
- Review and assessment of efforts to restructure the regional dimension of UN economic and social activities;
- Staff turnover and delays in recruitment (the lapse factor);
- UN system common premises and services in the field; and
- National execution of projects.

The JIU's annual report (A/49/34) to the General Assembly was not considered by the Assembly, in accordance with resolution 46/220 which changed the program of work of the Fifth Committee to every 2 years.

Elections were held to fill four seats on the JIU that will open after December 31, 1995, when the terms of office of the current inspectors expire. By decision 49/321, John D. Fox (U.S.) was appointed to the seat being vacated by Richard Hennes at the end of his term. The UN General Assembly also appointed Andrzej Abraszewski (Poland), Wolfgang Munch (Germany) and Ali Badara Tall (Burkina Faso) to 5-year terms beginning January 1, 1996.

## **Committee on Conferences**

The UN Committee on Conferences, composed of 21 member states and chaired by the Representative from Austria, met for 8 days in late August 1994 and submitted recommendations to the Fifth (Administrative and Budgetary) Committee involving three general areas: calendar of conferences for 1994–1995; control and limitation of documentation; and improved utilization of conference servicing resources.



In an unusual departure from past practice, approval of the UN calendar of conferences for 1994–1995 by the Committee on Conferences was delayed unexpectedly due to the insistence by the Delegation from Pakistan that the two Muslim holidays of Id Al-Fitr and Id Al-Adha be added to the list of official holidays on the UN calendar and that the UN calendar of conferences take this into account. The proposal by Pakistan, submitted in the form of a letter dated April 8 to the chairman of the Committee on Conferences, cited the decision of the Organization of the Islamic Conference (OIC) to include these Muslim holidays on the UN calendar of approved holidays. The Delegate from France led the opposition to the proposal and was supported by the Delegates from the Russian Federation, the United States, Hungary, Grenada and Chile. The Delegate from France noted that the policy for UN holidays is established by the Secretary General and approved by the General Assembly in its consideration of personnel staff rules and regulations. He further noted that the Committee on Conferences had no authority to recommend to the General Assembly any observance of holidays which are not official, particularly those that are highly political and controversial. Compromise language ultimately was formulated in the Committee's draft recommendation, which outlined the two sides of the argument and invited UN bodies to consider the effect of meetings scheduled on these holidays for those delegations which might not be able to attend.

In its consideration of the issue of control and limitation of documentation, the Committee on Conferences recommended measures for streamlining the issuance of meeting records. The Committee recommended that several UN bodies be issued the lower-cost summary meeting records instead of the traditional verbatim records. The UN bodies thus affected would include the Disarmament Commission, Special Political and Decolonization Committee, Committee on the Peaceful Uses of Outer Space, Special Committee on the Situation

with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and the Conference on Disarmament. The Committee also recommended that several UN bodies no longer receive any meeting records. The Committee's recommendations were later modified somewhat by language in UN General Assembly resolution 49/221 which, in the annex to the resolution, specified which UN bodies would be entitled to verbatim records or to summary records. A unique arrangement was made for the Conference on Disarmament, which will continue to receive verbatim records on the understanding that they would come from full statements as delivered and checked by the delegations concerned, but without the use of verbatim reporters. The resolution was adopted without a vote.

The UN Secretariat provided the Committee on Conferences with preliminary results of a study by an independent consultant concerning the organization and management of the UN Office of Conference Services. The study had been requested in 1993 under General Assembly resolution 48/228. There was general dissatisfaction among Committee members that the report was only preliminary and that it contained some recommendations that the Committee itself had made in previous years. As a result of their dissatisfaction, the Committee recommended that future studies of this kind be conducted in-house.

On another issue, the Committee on Conferences noted its concern that exceptions granted to UN bodies to hold meetings away from their established headquarters were becoming far too frequent and recommended that existing procedures for the requesting of waivers be maintained. The Committee's recommendation was in response to a suggestion made earlier by the UN Secretariat that the granting of waivers in some cases be made automatic.

The Fifth Committee considered the agenda item on conferences in November and December. The draft resolution it recommended, based in significant part on the report of the Committee on Conferences, was adopted by the UN General Assembly without a vote on December 23. (Resolution 49/221.)

## **International Civil Service Commission**

The International Civil Service Commission (ICSC), a 15-member body of recognized experts, is responsible for making recommendations on salaries, allowances, benefits and other conditions of service for employees of the United Nations and its specialized agencies. Lucretia Myers, Assistant Director for the Office for Insurance Programs at the Office of Personnel Management, was the U.S. member in 1994. The Commission met twice, in Bangkok for its 39th session, and in New York for its 40th session. The Fifth Committee considered the ICSC's annual report in November and December.

At its two sessions, the Commissioners discussed, debated, took decisions on and developed recommendations regarding a wide variety of topics, including an adjustment to the base/floor salary scale for professional and higher category staff; application of the Noblemaire principle (which means that there should be no difference in pay for professional staff due to nationality, so salaries need to be established based on the highest paying national civil service to ensure that citizens of that country can be attracted); review of the special index for pensioners; evolution of the margin between salaries in the UN system and those in the comparator civil service (U.S); review of the dependency allowances; review of the level of the education grant; issues concerning performance appraisal and recognition systems; arrangements for appointments of limited duration; and issues surrounding implementation of

the General Assembly-approved revised methodology for surveys of best prevailing conditions of employment at non-Headquarters duty stations.

Based on ICSC recommendations, the General Assembly took the following key actions:

- Effective March 1, 1995, approved an increase in the base/floor salary scale by 4.1 percent, on a “no gain-no loss” basis, by consolidating post adjustment into base. The base/floor scale is developed in reference to U.S. Federal Civil Service net salary levels. The 4.1 percent figure is slightly less than the salary increase that was granted to U.S. Federal civil servants in 1994 in Washington.

- Effective January 1, 1995, approved an increase of 10.26 percent in the level of children’s and secondary dependent’s allowances to reflect changes since 1991 in the value of tax abatement and payments under social legislation at the seven comparator headquarters duty stations.

- Effective January 1, 1995, approved an increase in the maximum reimbursement levels for education-related expenses in seven currency areas (including the United States) where documentation showed that actual admissible expenses by staff had exceeded the established maximum levels.

- Expressed regret that the Commission had not completed its study on all aspects of the Noblemaire principle and requested that the study be completed as soon as possible.

- Requested the ICSC to reconsider its decision to link hazard pay to the base/floor salary scale for internationally recruited staff and on the level of hazard pay and to propose alternative ways of compensating staff members for working under hazardous conditions.



- Encouraged common system organizations to allow spouse employment provided that preference is not given by virtue of the relationship to a staff member.

- Endorsed revised criteria developed by the ICSC for employing National Professional Officers.

- Urged common system organizations, which have not already done so, to develop effective performance management programs on a high priority basis.

The General Assembly adopted resolution 49/223 on the report of the International Civil Service Commission without a vote.

## **Human Resources Management**

Under this heading (formerly entitled “personnel questions”), the Fifth Committee considered several issues of importance to the United States. These included human resources management planning, composition of the Secretariat, status of women in the Secretariat and administration of justice in the Secretariat. The Fifth Committee considered these issues in November and December and proposed a consensus resolution, which was adopted without a vote. (Resolution 49/222.)

The section of the resolution on human resources management planning approved a planning unit within the Office of Human Resources Management and the Secretary General’s proposals for implementation of a performance appraisal system. Furthermore, it acknowledged the Secretary General’s intention to explore alternative, experimental methods of recruiting staff on a limited basis and the Secretary General’s plans to use an enhanced attrition program as part of his strategy for the management of human resources. Overall, it was very supportive of the Secretary General’s ongoing efforts to improve the accountability and efficiency of staff, a key interest of the United States.

The focus of the section on the composition of the Secretariat was that the Secretary General should take more steps to ensure that all member states are equitably geographically represented. In so doing, the Secretary General was urged to keep in mind the need to increase the number of staff recruited from member states below the midpoint of their desirable range. A decision also was made to continue considering the composition of the Secretariat issue at the resumed 49th session in light of an anticipated report by the Joint Inspection Unit.

The section of the resolution on the status of women in the Secretariat highlighted the General Assembly's concern that the goals for employment of women, which were set in resolution 45/239 C, may not be met. The Assembly urged the Secretary General to implement his strategic plan of action to improve the status of women between 1995 and 2000 and requested that implementation of the strategic plan be used as a performance indicator in the performance appraisal of all managers. It is hoped that if managers are held accountable for furthering the Secretary General's policies and goals on employment of women, quicker progress in this area will be made.

The administration of justice within the UN Secretariat has been criticized by both staff and member states for its cumbersome procedures and long delays in reaching decisions. The section of the resolution on the administration of justice welcomed the plan of the Secretary General to improve the internal system of justice, noted the Secretary General's intention to facilitate earlier resolution of disputes before they become formal appeals and welcomed the plan of the Secretary General to consult with staff representatives in developing a new system of internal justice.

In other sections, the resolution asked the Secretary General to report as soon as possible on the costs and modalities

of staff union activities and approved an amendment to staff regulations that would eliminate the need for the Secretary General to obtain staff advice in case of appeals by staff members against disciplinary actions.

The 49th General Assembly adopted the resolution without a vote on December 23, 1994. (Resolution 49/222.)

## **UN Pension System**

The UN Joint Staff Pension Fund (UNJSPF) was established in 1949 to provide retirement, death, disability and related benefits for employees of the United Nations and other organizations participating in the Fund. There are 16 international organizations in the Fund and about 63,300 participants. The Fund has assets of approximately \$12.5 billion. The UNJSPF is administered through the UN Joint Staff Pension Board. The Board held its 46th session in Vienna in July 1994.

The key items discussed by the Board were the 22nd actuarial valuation of the Fund as of December 31, 1993, management of the Fund's investments, various studies on aspects of the pension adjustment system, and amendments to the regulations to address outstanding issues, including longevity increments beyond established salary scales and the pensionable remuneration of ungraded officials and UN Field Service staff.

After extensive negotiations, the Board recommended a package of changes to the pension system, effective July 1, 1995, which included: increasing the maximum allowable number of years of contributory service, subject to a maximum accumulation rate of 70 percent; changing the cap provision in the two-track pension adjustment system from 120 percent to 110 percent of the local currency track amount; implementing a unisex mortality table for calculation of lump sum commutations of periodic benefits; and lowering the threshold for applying cost-of-living differential factors for

General Service retirees who provide proof of residence in a country other than the country of their last duty station.

The Board also decided to retain the current interest (discount) rate used to determine lump sum pensions and to defer considering possible changes to the special index for pensioners until 1996. At that time it could make recommendations thereon in the context of the comprehensive review of the pensionable remuneration and consequent pensions of various categories of staff.

The Fifth Committee considered the report of the Pension Board in November and December and recommended a resolution that would implement the Board's recommendations and note or endorse the Board's decisions. The General Assembly adopted resolution 49/224 without a vote.

## **Employment of Americans**

The United States accords a high priority to the participation of U.S. citizens in the United Nations and other international organizations. The Department of State's UN Employment Information and Assistance Unit, along with numerous other Executive Branch agencies, assists these organizations by disseminating information about their professional vacancies to Americans across the country. In a typical year, the Department provides direct assistance to thousands of Americans and general information about employment opportunities to countless others. U.S. Missions to the United Nations and other international organizations in Geneva, Montreal, Nairobi, Rome and Vienna, as well as some embassies, provide direct support for this function through regular contacts with agency officials.

The following chart shows the number of Americans in professional and senior positions (both regular and extrabudgetary) in international organizations (as of December 31, 1994).



## Professional and Senior Staff

UN Agency	Total	U.S. Total	U.S. Percent
UN Secretariat and Subsidiary Bodies	11,089	1,152	10.4
UN Specialized Agencies and IAEA	7,284	705	9.7
International Financial Institutions	9,064	2,020	22.3
Inter-American Organizations	1,022	172	16.8
Other Regional Organizations	1,301	174	13.4
Other International Organizations	1,556	379	24.4
Total	31,316	4,602	14.7

**Other program activities.** During 1994, Public Law 103–296 was passed making it possible for federal employees under the FERS/FSRS retirement systems to earn service credit and to continue retirement benefits (except for participation in the Thrift Savings Plan) during a transfer to an international organization. This had not been possible since this retirement system went into effect in 1984. Junior Professional Officer programs with UNHCR and FAO also were enhanced.

Throughout the year, the United States continued to give special consideration to the recruitment of qualified women for UN positions. At this time, 40 percent of all Americans in professional and senior positions in the UN system are women.

Activities regarding senior-level positions included the appointment of Joseph Connor as Under Secretary General for Administration and Management at the UN Secretariat in New York; James Shaver to the Customs Cooperation Council in Geneva; and Thomas Leavey as the head of the Universal Postal Union in Bern. Also appointed were David Harcharik as Assistant Director General for International Forestry at FAO; Reginald Van Raalte as Director of Administration at UNIDO; Richard Meganck as Director of the International Environmental Technology Center, UNEP; and April Glaspie as Coordinator for Gaza and the West Bank at UNRWA. In addition, new U.S. Executive Directors were named to the IMF, World Bank and the Inter-American Development Bank.

In addition to helping recruit for permanent, career positions throughout the UN system, the Department of State provided candidates for UN peacekeeping and election monitoring operations. With U.S. AID, the Department sent human rights specialists and other technical experts to Rwanda to assist with emergency relief efforts. The Department also assisted in sending U.S. citizens to serve as UN observers to elections in Mozambique, El Salvador and South Africa.

In 1994 Americans held the senior position in the following UN organizations: UNICEF (James P. Grant, Executive Director), UNDP (Gus Speth, Administrator), WFP (Catherine Bertini, Executive Director), WIPO (Arpad Bogsch, Director General), IOM (James Purcell, Director General), UPU (Thomas Leavey, Director General), and International Social Security Administration (Dalmer Hoskins, Secretary General). The number of Americans in professional and senior positions in international organizations varies.

The United States has a long-standing policy of lending professional staff to international organizations either by detail (in which the employee remains on the U.S. payroll, but

serves at the international organization) or by direct transfer (in which the employee is paid by the organization but retains reemployment rights with the U.S. agency). These arrangements usually last less than 5 years, but may last as long as 8 years if it is considered in the national interest.

The UN Secretariat and some of the specialized agencies have established a system of "desirable ranges" to estimate member states' geographic representation. The following chart lists those UN agencies that have such ranges, the number of Americans on board and their status as of December 1994.

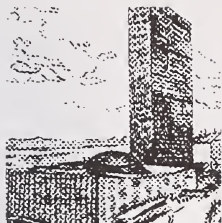
UN Agency	Total Posts <sup>a</sup>	U.S. Desirable Range or Quota		Americans on Board		Status
		Range	Percent	Number	Percent	
UN	2,550	326-441	12.8-17.3	385	15.1	In range
FAO	941	176-235	18.7-25.0	99	10.5	- 77
ICAO	218	28	12.8	14	6.4	- 14
ILO	655	102-136	15.6-20.8	67	10.2	- 35
UNIDO	315	48-66	15.2-20.9	28	8.9	- 20
WHO	1,264	193-262	15.3-20.7	167	13.2	- 26

a. These figures represent actual professional posts "subject to geographic distribution" and funded by assessed budgets.





## Part 10



# Specialized Agencies and Other Bodies

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## Food and Agriculture Organization (FAO)

### Purpose and Structure

The UN Food and Agriculture Organization (FAO) is one of the oldest and largest of the UN specialized agencies. Within the UN system, it is the center for expertise in the fields of agriculture, fisheries, forestry and food-related issues, and the only source of comprehensive data for all agricultural commodities, forestry and fishery products and related ecosystems.

FAO was established to promote enhanced food security through improved nutrition and expanded production and distribution of food and agricultural products, and to improve the lives of rural populations. Its in-depth institutional knowledge of farming and natural resources and its response capability in pest control emergencies are key assets for U.S. agricultural, economic and humanitarian interests.

FAO develops international standards and promotes measures to ensure food safety and safe agricultural chemical use; sponsors international consultation and dialogue on agricultural development and food policy; and provides technical assistance and training for developing countries to advance sustainable agriculture and enhanced food production. Through training and field programs, FAO also combats pests and diseases, disseminates techniques for more effective food production and storage, and promotes environmentally sound agricultural practices.

FAO was planned in 1943 by the UN Food and Agriculture Conference and founded in 1945. FAO's highest policy-mak-

ing body is the Conference, which is composed of all 171 FAO members and meets biennially to approve FAO's program and policy objectives, and adopt its program of work and budget. Senegal's Jacques Diouf, elected as Director General in 1993, will serve until December 1999. The 49-member Council, elected by the Conference, serves as the governing body between Conference sessions. FAO is headquartered in Rome.

## **FAO Funding**

FAO's total operating funds are derived from its regular program budget, funded through the assessed contributions of its members, and from extrabudgetary activities carried out with the UN Development Program, other international development organizations and bilateral trust fund donors. Such extrabudgetary funding covers project, operational and administrative support costs.

FAO's regular program of work and budget operates on a biennial cycle and is approved by the FAO Conference. Regular program support results from assessed contributions, based on the UN assessment scale. At 25 percent, the United States was assessed \$78,600,000 for calendar year 1994 (FY 1995), but paid \$79,155,251. The difference is attributed to a tax equalization fund (adjustment of \$660,251 and reduction of \$105,200).

## **Progress on Reform**

The United States and other major contributors continue to encourage FAO to be more active in the system-wide UN reform process and more transparent in its decision-making. To cut costs, FAO has already shortened the length of several scheduled meetings, with no appreciable loss of efficiency or effectiveness. FAO plans to reduce the length of other meetings as well. However, more cost-cutting is still required. The United States adheres to a budget policy of zero real growth and maximum absorption of nondiscretionary cost increases at FAO.

## **FAO Council**

The 106th FAO Council session held May 30–June 1 approved Director General Diouf's proposals to: focus FAO's priorities on food security and combating transnational animal and plant diseases and pests; establish two new departments for sustainable development and technical cooperation; and decentralize the organization by strengthening regional offices and creating subregional offices. Diouf stressed that FAO's overriding goal must be to assure that there is sufficient food for the world's nine billion inhabitants projected for the year 2030. Both Diouf and the United States emphasized the important role that FAO should play in the study and preservation of plant genetic resources, and supported a proposal to expand the Commission on Plant Genetic Resources to include animal species. Our accompanying \$1 million pledge will support preparations for the International Technical Conference on Plant Genetic Resources; an additional \$200,000 will go to a global endangered animal genetic resource conservation program. The United States also urged FAO to launch the Domestic Animal Diversity Center and to increase regular budget resources for (and the visibility of) agrobiodiversity.

Led by the United States, OECD members underscored the need for greater cooperation between FAO and other UN organs, particularly the Rome-based World Food Program and International Fund for Agricultural Development. Council members suggested that the new Sustainable Development Department act as the nexus for interorganizational integration. The United States also supported the emergency prevention system for transboundary animal and plant pests and diseases, and the creation of a division focusing on the important role of women in agriculture.

The 107th Council session, held in November, highlighted the serious global food security concerns surfacing in the 1990s, after several years without a major famine. Council members encouraged expansion of the key role FAO will have in the GATT/WTO trade regime, principally in the setting of phytosanitary standards, the use of those standards in

dispute settlement, and the agreement's impact on low income food deficit countries. OECD delegations, including the U.S., expressed anxiety over the slow pace of major FAO appointments, transfer of staff to the field and establishment of subregional offices. FAO, in turn, expressed concern over large outstanding assessment arrears (including that of the United States). In 1994, 87 members made no cash payments. The Council explored proposals to link voting rights to arrears status.

Director General Diouf's plans follow U.S. objectives fairly closely. FAO data collection and assessment on a real time basis is a top U.S. priority, followed closely by protection of biodiversity, and plant and animal genetic resources. The United States strongly endorses the 1996 fourth International Technical Conference on Plant Genetic Resources, to be hosted by Germany. The United States further urged that FAO dedicate additional resources to the food standard-setting Codex Alimentarius, sustainable development and forestry. Members strongly supported an FAO capability to assess global forestry status on a continuing (rather than sporadic) basis, and to strategically plan for the long term. Diouf responded with news of a spring 1995 forestry ministerial meeting and concomitant "State of the World's Forests" report, scheduled for biennial publication. Most welcome was a progress report on the International Code of Conduct on Responsible Fishing, scheduled for completion in 1995.

## **International Atomic Energy Agency (IAEA)**

### **Background**

The IAEA was created in 1957 largely at U.S. initiative as an outgrowth of President Eisenhower's Atoms for Peace address to the UN General Assembly in 1953. Under Article II of its Statute, the IAEA is entrusted with the dual responsibility to "accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world," and to "ensure, so far as it is able, that assistance provided by it, or at its request or under its supervision or control, is not



used in such a way as to further any military purpose.” In carrying out these objectives, the IAEA administers a unique system of international safeguards and provides a range of technical assistance, including information, equipment and expert services, across a broad spectrum of nuclear-related activities.

Headquartered in Vienna, Austria, the IAEA Secretariat, responsible for the day-to-day implementation of the Agency’s major programs, is headed by Director General Hans Blix of Sweden. He was reappointed in 1993 to a fourth 4-year term of office. In 1994 the Secretariat had a total of 622 filled professional posts subject to geographical distribution, of which U.S. nationals held 102 posts or 16.4 percent.

Overall direction and guidance with respect to the organization’s policies and implementation of program activities is carried out by a 35-member Board of Governors. In 1994 the Board held regular sessions in February, June, September and December, and one special session in March.

General oversight of the Agency’s work is carried out by the General Conference, which convened its 38th annual session in September. The General Conference approved applications for membership from Kazakhstan, Macedonia, Marshall Islands, Uzbekistan and Yemen, bringing total membership to 122 member states.

## **U.S. Interests**

In implementing its responsibilities, the IAEA advances several U.S. objectives. It furthers U.S. national security and nonproliferation goals through the application of safeguards to nuclear activities to deter diversion of nuclear materials to weapons programs and to provide part of the assurances necessary to allow U.S. nuclear exports. The Agency offers energy security through the promotion of a viable nuclear power option, and its activities help secure political stability through the use of nuclear technology to solve problems of human welfare, and particularly, nuclear safety. The IAEA also stimulates export opportunities for U.S. scientific and engineering equipment, such as ionization chambers and

power generators. In addition, the IAEA provides database capability to track nuclear smuggling.

## **IAEA Programs**

### ***Safeguards***

IAEA safeguards are essentially a technical means of verifying the fulfillment of political obligations undertaken by states in connection with international agreements relating to the peaceful uses of nuclear energy. The main political objectives of safeguards are to: assure the international community that states are complying with their non-proliferation and other "peaceful use" undertakings; and deter, through the threat of timely detection, the diversion of significant quantities of nuclear material or misuse of safeguarded facilities from peaceful to nonpeaceful purposes.

On-site inspections by the IAEA include audits of facility records, independent measurements to verify facility records and national reports, and use of surveillance instruments and seals. The assurance obtained from the IAEA's activities as an independent and objective auditor increases confidence between states, helping diminish political insecurity. If nondiversion of nuclear material cannot be verified by IAEA inspectors, their concerns are reported to the Director General. If these concerns remain unresolved, the Director General can refer the matter to the Board of Governors, which, if necessary, is authorized to refer the matter to the UN Security Council.

Safeguards are applied under the terms of agreements concluded voluntarily between the IAEA and member states. Today, most safeguards agreements are concluded in connection with obligations under the Treaty on the Non-Proliferation of Nuclear Weapons (NPT). Under the provisions of the NPT, all 167 non-nuclear-weapon states party to the NPT are required to conclude a comprehensive safeguards agreement with the IAEA covering all source or special fissionable materials in all peaceful nuclear activities under their control.

Not all IAEA member states are party to the NPT. Some non-NPT states have concluded comprehensive safeguards

agreements with the IAEA in connection with other multilateral agreements such as the Treaty for the Prohibition of Nuclear Weapons in Latin America, otherwise known as the Treaty of Tlatelolco, or the Quadripartite agreement among Argentina, Brazil, The Brazilian/Argentine Agency for Accounting and Control (ABACC) and the IAEA. Two comprehensive safeguards agreements have been approved strictly on the basis of voluntary offers by the states involved.

In other cases, states have concluded safeguards agreements in connection with bilateral nuclear cooperation and supply agreements between states. These safeguards agreements are concluded for specific facilities, equipment or material and typically do not cover all nuclear material; i.e., they are not comprehensive.

During 1994 the Board of Governors approved new safeguards agreements with eight countries. In addition, new safeguards agreements entered into force with seven countries. The IAEA performed approximately 2,337 on-site inspections at 538 facilities and other locations in 62 states with the assistance of 178 IAEA inspectors and 19 assistants. The Agency has increasingly relied on voluntary contributions to fund some of the necessary increases required by safeguards that could not be adequately funded from the regular assessed budget. The United States has increased its own voluntary contribution to assist.

In the wake of the revelations in Iraq, the IAEA has taken measures to improve the effectiveness and cost efficiency of its safeguards system. The results of a major study, "Program 93+2," will be presented to the March 1995 meeting of the Board of Governors. A key element of this effort to improve the safeguards system focuses on strengthening the Agency's ability to detect undeclared nuclear activities, including field trials to conduct environmental sampling, improvement of information analysis efforts, development of procedures for enhanced inspection site access and enhanced training for IAEA inspectors. This strengthening will improve the verification provisions of the NPT as the United States presses for indefinite extension in the April 1995 NPT conference.

The United States remained the largest single contributor of voluntary support to the IAEA safeguards program in 1994. The United States made available approximately \$8.6 million through the Program of Technical Assistance to Safeguards (POTAS) to support Agency requests for research and development conducted at U.S. facilities, and provided approximately 23 cost-free experts to the IAEA Safeguards Department. In addition, the United States provided \$800,000 in assistance via the Other Safeguards and Non-Proliferation Activities subaccount of the U.S. voluntary contribution. Funds provided under this account are used to support IAEA non-proliferation activities, as well as initiatives that fall outside the purview of POTAS, but are related to the development of IAEA safeguards approaches for sophisticated technologies and facilities of specific concern and interest to the United States. Both of these funds have provided extensive support to Program 93+2. In addition, the Agency supported safeguards through expenditure of at least \$5 million in appropriated program funds.

The key evaluation statement on safeguards implementation and summary data are included in the Agency's annual report published in July of each year. Concerns about confidentiality have prevented more complete publication.

### ***Technical Cooperation***

The IAEA technical cooperation program's primary objective is to promote the transfer of skills and knowledge relating to the peaceful, safe and efficient application of nuclear science and technology to developing member states. Assistance is provided to over 80 developing states in the form of project assistance, experts, training and equipment in a broad range of subject areas including medicine, agriculture, biology, energy development, nuclear safety, hydrology, industry and the physical sciences.

Resources for the implementation of technical cooperation activities are provided primarily through voluntary contributions from member states. In 1994 total contributions pledged from member states to the Technical Assistance and Cooperation Fund (TACF) amounted to \$42.4 million. Of this amount,



the United States pledged \$13.937 million as its voluntary cash contribution.

The United States made substantial additional voluntary contributions, including approximately \$2 million for U.S.-hosted IAEA training courses and program support; approximately \$2 million to support IAEA technical cooperation "footnote A" projects (called such because funding from the TACF was not available); \$1.5 million for IAEA fellows approved by the United States for placement in the United States; and the provision of U.S. expert services amounting to \$475,000 provided at no cost to the Agency. An additional \$200,000 was pledged to the IAEA and was used to fund a variety of Agency activities including, but not limited to, a biennial course in entomology at the University of Florida, Gainesville; and the International Arctic Seas Assessment Project (IASAP) to evaluate the health and environmental risks posed by radioactive waste dumping and the need for and feasibility of possible remedial actions. In providing its voluntary contribution, the United States seeks to ensure that a significant portion is devoted to parties to the NPT and/or the Treaty of Tlatelolco on a preferential basis.

### ***Nuclear Energy and Safety***

Recognizing the contribution of nuclear power to electricity generation, the Agency assists member states with detailed studies to help countries evaluate how to finance and promote their nuclear power programs. Where plants have already been built, or are under construction, increased attention is being given to promoting safe plant operation and maintenance practices. The objective is to reach uniformly high levels of safety, reliability and economic performance worldwide.

IAEA programs implemented to enhance operational safety include Operational Safety Advisory Review Teams (OSARTs) and Radiation Protection Advisory Teams (RAP-ATs). Although regulatory policies ultimately remain the responsibility of national authorities, OSART and RAPAT missions, which are dispatched to the facilities at the request of member states, offer valuable assistance and advice to

IAEA members in improving operational safety practices and adequate radiation protection procedures.

The International Nuclear Safety Convention was adopted at a Diplomatic Conference convened by the IAEA in June. At the General Conference in September, 44 states signed the convention, thereby agreeing to apply certain safety principles to the construction, operation and regulation of civilian nuclear reactors and submit national reports to the IAEA on measures taken to meet these undertakings. By year's end, 54 states had signed the convention.

Working group efforts to revise the IAEA's Basic Safety Standards for radiation protection continued in 1994.

The Agency continues to be actively involved in the various international assistance efforts to upgrade nuclear power plant safety and to strengthen nuclear regulatory infrastructures in the Newly Independent States (NIS) of the former Soviet Union and Eastern Europe. The Agency also continues to participate, in a technical advisory capacity, in the activities of the G-24 working group on nuclear safety and in the work of the assistance mechanism supported by the Commission of the European Union.

The IAEA serves as an international focal point on the issue of radioactive waste management. In the early 1990s, the IAEA initiated an effort to develop a coherent set of Radioactive Waste Management Safety Series Documents (RADWASS). In 1994 the main document on fundamental principles and a related standards document were prepared for consideration by the IAEA Board in early 1995. Additionally, the IAEA Secretariat was authorized to develop a Convention on Management of Radioactive Waste.

### ***Research and Isotopes***

The IAEA's Department of Research and Isotopes continued to explore various applications of nuclear energy to such diverse fields as life sciences (nuclear medicine, radiation biology, radiotherapy, radiation dosimetry, nutrition and health), physical sciences (nuclear physics, research reactor support, fusion, industrial applications and chemistry, and

isotope hydrology), and food and agriculture (soil fertility, irrigation and crop production, plant breeding and genetics, animal production and health, insect and pest control, agrochemicals and residues and food preservation). Work in food and agriculture is carried out by the Agency in collaboration with the Food and Agriculture Organization of the United Nations (FAO) through the Joint FAO/IAEA Division.

Much of the work in nuclear techniques is performed at the Agency's laboratories located in Vienna and Seibersdorf, Austria. Studies related to radioactivity in the marine environment continue at the Agency's laboratory in Monaco, The International Laboratory of Marine Radioactivity (ILMR).

## **Political Issues**

### ***North Korea***

After acceding to the NPT on December 12, 1985, the Democratic People's Republic of Korea (or North Korea) concluded a safeguards agreement with the IAEA on April 10, 1992. North Korea made the required declaration of its nuclear materials and facilities, which the IAEA promptly began verifying. North Korea generally cooperated with the IAEA until discrepancies appeared in the inspection results. Repeated Agency attempts to reconcile these discrepancies were met with North Korean resistance and delay. By the end of 1992, the parties had reached an impasse, with the IAEA, on the one hand, trying to implement its safeguards agreement with North Korea, which includes inspections of undeclared as well as declared sites, and North Korea, on the other hand, resisting full compliance with this mandate.

In May and August 1993, the IAEA was permitted to conduct limited inspections consisting of routine maintenance of IAEA equipment. At the end of December North Korea agreed to accept slightly expanded IAEA inspections needed to maintain continuity of safeguards at seven declared sites.

In January 1994 North Korea began talks with the IAEA to discuss the scope of inspections necessary to provide this continuity of safeguards. The following month, the two parties agreed on a comprehensive list of safeguards measures that

would verify that no diversion of nuclear material had occurred in the seven installations since earlier inspections, but would still not fulfill the requirements of the safeguards agreement.

On March 3 IAEA inspections began and proceeded without difficulty at all the facilities except the Radiochemical Laboratory (reprocessing facility), where North Korea barred key inspection procedures. On March 16 Director General Blix called a special session of the Board of Governors and reported that because the inspection team was unable to carry out all safeguards measures agreed on in February, the Agency was unable to draw conclusions as to whether there had been diversion of nuclear material or reprocessing since earlier inspections.

On March 21 the Board of Governors passed a resolution finding the Democratic People's Republic of Korea in further noncompliance and referred the issue to the UN Security Council. The Council then issued a unanimous Presidential statement that called on the Democratic People's Republic of Korea to allow the IAEA to complete inspection activities as accepted in February.

The Democratic People's Republic of Korea agreed to allow the IAEA to complete the inspections, but failed to allow inspectors to properly analyze spent-fuel rods. Future spent-fuel measurement was further threatened by North Korea's decision to discharge fuel from the 5 MW reactor. On June 9 a Board of Governors resolution called for immediate Democratic People's Republic of Korea's cooperation in providing access to all safeguards-related information and locations, and suspended nonmedical IAEA assistance to the country. On June 13 North Korea announced its withdrawal from the IAEA.

On October 21 after several rounds of negotiations, the United States and the Democratic People's Republic of Korea signed an Agreed Framework, which, among other things, stated that the Democratic People's Republic of Korea would remain a party to the NPT. In November an IAEA team of



experts visited North Korea to discuss details related to the monitoring and verification of the freeze on their nuclear facilities.

### ***Iraq***

In 1994 the IAEA declared the destruction of Iraq's nuclear weapons program complete and announced that routine monitoring was under way at 23 different sites, with "anywhere/anytime" challenge inspection rights for all of Iraq. The IAEA tagged thousands of machines that could support a nuclear program, placed two resident monitors in the Baghdad Monitoring and Verification Center, and mounted cameras in two facilities associated with centrifuge enrichment.

The United States continued to work with the IAEA to fill in the remaining gaps of knowledge regarding past Iraqi nuclear efforts through cooperation and advice in inspections and establishing the goals and capabilities of the permanent monitoring presence.

### ***Israel***

Overall relations between Israel and the IAEA improved during 1994. In September 1994 the IAEA restored eligibility for technical assistance to Israel for the first time since 1981. Israel joined the consensus on an IAEA resolution that invited all states in the region to join the NPT and to establish a nuclear-weapon-free zone. In previous years, Israel had threatened to block consensus on any resolution that included such a reference to the NPT.

### ***South Africa***

In 1993 South Africa announced it had voluntarily dismantled its previously undeclared nuclear weapons. Regularly scheduled inspection activities under the IAEA-South Africa full-scope safeguards agreement pursuant to its adherence to the NPT continued throughout 1993 and into 1994.

In June 1994 IAEA officials verified the final destruction of non-nuclear material components of the dismantled nuclear weapons. The Agency reported that it received full coopera-

tion from the South African government, and that the Government demonstrated total transparency in its nuclear activities throughout the year.

In 1994 South Africa was regranted full and complete membership status in the IAEA. Some of its membership privileges had been suspended in 1977 because of the country's apartheid policies. In September 1994 the General Conference granted South Africa a seat on the Board of Governors.

## **Budgetary Matters**

Member states make assessed contributions to finance the IAEA's regular budget and in addition make voluntary contributions, the majority of which support the IAEA's Technical Assistance and Cooperation Fund. Assessments approved by the General Conference for the Agency's 1994 regular program and budget amounted to over \$192 million. The U.S. assessment, approximately 26 percent of the IAEA's total annual resources, amounted to an estimated \$49.9 million. Since payments are divided into U.S. dollars and Austrian schillings, this total varies in accordance with the dollar/schilling rate of exchange and the date upon which payment is received. New resources available to finance the IAEA's Technical Assistance and Cooperation Fund in 1994 amounted to \$42.4 million, as mentioned earlier. U.S. voluntary contributions, both cash and in-kind, for technical assistance and safeguards support totaled \$30 million in 1994.

Since 1984 the United States and other members have applied a policy of zero real growth to the IAEA's regular budget, requiring growing demands for safeguards, technical assistance and other resources to be met through increased efficiency and the elimination of lower-priority activities. Recognizing the magnitude of additional resources needed to adequately fulfill crucial safeguards obligations, the United States maintained its earlier clarification of the zero real growth (ZRG) policy to permit increases in the IAEA's regular budget to accommodate necessary expansion of safeguards

in response to the Agency's unique statutory and treaty-related obligations.

In 1994 the Agency continued to struggle with late/non-payment of assessed contributions by members of the former Soviet Union. This resulted in a shortfall of roughly 9 percent of the 1994 assessments, which was met by cutting the budget by 3 percent and deferring an additional 6 percent of the work program until arrears sufficient to implement it are received. This situation was considerably improved over the 2 prior years, when shortfalls were in the vicinity of 13 percent, due to improved payments from and decreased assessment rates for the former Soviet Union states. The U.S. practice since the early 1980s of paying its assessed contribution in the fourth quarter of the calendar year (i.e., 10 months after the IAEA schedules the receipt of assessed contributions from member states) significantly limits the Agency's flexibility in dealing with such shortfalls.

## **General Assembly**

The IAEA submitted a copy of its annual report on implementation of its programs to the 49th session of the UN General Assembly. The Assembly adopted resolution 49/65 on the IAEA report in December 1994. The vote was 161 (U.S.) to 1, with 6 abstentions.

## **International Civil Aviation Organization (ICAO)**

The principal mission of the International Civil Aviation Organization (ICAO), established in 1944 and a UN specialized agency since 1947, is to foster the safe and orderly growth of international civil aviation. ICAO promulgates international standards for the conduct of civil aviation to ensure the safety of the industry globally, and provides technical expertise for countries in matters of air safety and security.

ICAO's Secretary General, Dr. Philippe Rochat of Switzerland, was reelected by the ICAO Council to a second 3-year term. As a milestone achievement in 1994, ICAO

accepted the U.S. offer of its advanced satellite air navigation system as a global system for civil air navigation. ICAO also began design of a safety oversight program for states to strengthen adherence to international standards for air carrier safety. In 1994 the membership of ICAO increased to 183 states, when Georgia (formerly part of the U.S.S.R.) adhered to the Chicago Convention.

## **ICAO's 50th Anniversary**

In 1994 ICAO was the first specialized agency of the United Nations to celebrate its 50th anniversary. The U.S. Government had convened a conference in Chicago November 1–December 7, 1944. The Conference produced the “Chicago” Convention on International Civil Aviation, the framework agreement for the conduct of international civil aviation. In commemoration of that event, in November 1994, the United States hosted a 50th anniversary celebration in Chicago. ICAO also held a celebration at its Montreal Headquarters on December 7, the anniversary day of the signing of the convention. At the 50th anniversary celebration in Montreal, Douglas J. Bennet, Assistant Secretary of State for International Organization Affairs, conveyed the appreciation of the United States for the work of ICAO. He also said:

The conferees who adopted the Chicago Convention and established ICAO in 1944 were exceptionally forward looking. The organizers envisioned a post-war world where freedom of the skies was protected through fundamental rules of conduct of international air travel, and they got it right. Those key decisions made 50 years ago have served us well. Today, the burgeoning international air routes are vital to the interconnectedness of peoples and nations, global markets, and the mobility of societies. ICAO's fundamental mission has not changed—only the rate of change and the complexities of the issues in its core mandate.

## **ICAO International Standards**

In 1994 the ICAO Council of 33 states, which includes the United States, enhanced the international standards and recommended practices. Amendments were adopted to the annexes of the Chicago Convention on: rules of the air, opera-



tion of aircraft, airworthiness of aircraft, air traffic services, aircraft accident and incident investigation, and aeronautical information services. The Council reviewed the current compliance procedure, whereby a state informs ICAO only if there is a deviation from a standard. A state need not report if it is in compliance. Considering this procedure inherently weak, the Council agreed that a comprehensive report on compliance requirements for implementation of ICAO standards should be submitted to the next session of the ICAO Assembly, in September 1995.

## **U.S. Offer of Air Navigation System**

The United States offered ICAO the Standard Positioning Service of its Global Positioning System (GPS) for use by the international civil aviation community, in a letter of October 14, 1994. Although GPS was originally designed as a military system, its civil aviation use had been recognized for meeting the future demands of civil aviation's growing operational and air traffic needs, as well as its outstanding potential for safety and efficiency enhancements. ICAO had endorsed the concept of satellite navigation at its 1991 10th Air Navigation Conference, and subsequently endorsed an evolutionary approach to the future global navigation satellite system (GNSS) with GPS as the first phase. The United States offer of the GPS worldwide satellite system satisfied ICAO's requirements for a minimum duration of service (10 years) and for freedom from direct user charges. The offer was accepted by the ICAO Council on October 27, and the decision was communicated to all ICAO Contracting States.

An important next step will be for ICAO to establish appropriate international standards and recommended practices for existing and future satellite-based navigation systems. This work was to begin early in 1995 in subgroups of the ICAO Global Navigation Satellite System Panel, which held its first meeting in late October.

## **ICAO Legal Committee**

The meeting of the ICAO Legal Committee was held July 4–15 and was attended by more than 200 delegates, represent-

ing 64 states and 5 international organizations. The Committee considered the legal framework for the Global Navigation Satellite System (GNSS), and produced two model documents: a memorandum of understanding for interim providers of satellite signals and possibly regional providers. It also produced a checklist of items to go into commercial contracts for long-term GNSS services providers. The Committee further recommended that the ICAO Council establish a panel of experts on GNSS legal and institutional matters. The panel was to report on its work to the next session of the ICAO Assembly in 1995.

### **ICAO Air Safety Initiative**

The United States was very pleased that in October the ICAO Council, responding to widespread concern about the ability of some countries to oversee the safety of their air carriers, agreed to the establishment of an ICAO safety oversight program. The program will assist contracting states in monitoring air transport safety and ensuring compliance by air carriers with ICAO safety standards by providing teams of safety experts, on request, to conduct safety oversight audits of states, identify deficiencies, and offer advice and assistance to correct them. The Council agreed to the establishment of this new program, based on the successful precedent of ICAO's Aviation Security Program, which has helped states improve security measures against terrorism and unlawful interference.

### **Worldwide Air Transport Conference**

The ICAO Conference on "International Air Transport Regulation: Present and Future" was held at ICAO's Montreal Headquarters November 23–December 6. The meeting was attended by 137 contracting states, including the United States, and 28 international organizations.

The Conference attempted to define the future direction of international air transport by examining a broad range of topics, including a number of proposals for new ways to regulate international air transport services in an increasingly open, competitive, and commercial operating environment. Among the topics discussed were market access rights for air carriers,

safeguards to maintain a fair and competitive environment, air carrier ownership and control, government aids and subsidies to air carriers, take-off and landing slots at congested airports, taxes on international air transport and computer reservation systems.

The Conference adopted a number of recommendations; those relating to promotion of universal adherence to the 1944 International Air Services Transit Agreement and effective ICAO communication with the World Trade Organization were supported by the United States. The United States expressed reservations on some recommendations, which were not in agreement with U.S. policy to promote liberalization of international air transport services.

### **Special European Air Navigation Meeting**

This ICAO meeting was held in Vienna September 5–14 and attended by 53 contracting states, including the United States, 1 noncontracting state and 13 international organizations. There were 22 new states in ICAO's European Air Navigation Region, which were integrated into the regional air navigation system extending from the Atlantic coast through Central Asia to the Russian Far East.

The meeting participants sought to devise enhanced air navigation planning methods, allowing the interests of all states across the region to be taken into account in a balanced fashion. The implications of the ICAO CNS/ATM system, paving the way for its introduction into the region, was also discussed. Matters related to the congestion of aeronautical air-ground communications frequencies and the transition from the present Instrument Landing System toward more modern ground and space-based precision approach and landing systems were also addressed.

### **International Fund for Agricultural Development (IFAD)**

A resolution of the 1974 World Food Conference led to the creation of the International Fund for Agricultural Development (IFAD) in 1977 in response to a widespread concern that

international attention be more strongly focused on the small farmer and the landless poor in developing countries. IFAD's mandate is unique among multilateral lending institutions in that it focuses exclusively on increasing food production, improving living conditions and enhancing rural incomes in developing countries through loans for projects specifically benefiting rural populations in the poorest food deficient regions. In 1994 IFAD loans and grants totaled approximately \$363.7 million.

IFAD's membership of 157 nations consists of: Category I (OECD, 22 countries), Category II (OPEC, 12 countries) and Category III (other developing countries, 123 countries). IFAD is headed by Fawzi Al-Sultan (Kuwait), who was elected President of the Fund in January 1993 to a 4-year term.

IFAD, which is headquartered in Rome, is governed by two bodies. Broad policy direction is provided by the Governing Council, comprising all 157 member nations, which meets annually for 3 days in January. More specific management oversight, such as approval of country projects, is provided by the 18-member Executive Board, which meets three times a year. As the largest donor, the United States is the only member of IFAD to enjoy a permanent seat on the Executive Board and holds the position of Vice President as well.

IFAD was originally intended to be financed through shared contributions from members of the Organization for Economic Cooperation and Development (OECD) and the Organization of Petroleum Exporting Countries (OPEC) in 3-year replenishments. OPEC's percentage share of contributions, however, has declined while contributions from other developing countries have increased. For the Third Replenishment, which covered the period from July 1990 through June 1992, OECD pledged 67 percent, OPEC 22 percent and other developing countries 11 percent. The U.S. pledge of \$82.8 million to the Third Replenishment represented 14.6 percent of the total Third Replenishment target of \$567.4 million. Negotiations for the Fourth Replenishment (1994-1996) were suspended in October 1993 because of the unwillingness



of Category II (OPEC) members to return to the original ratio of burden-sharing (OECD 60 percent/OPEC 40 percent).

IFAD uses its resources to leverage additional financing from other international development institutions, bilateral donors, and host governments for projects which benefit the rural poor. Between 1978, when IFAD commenced lending operations, and 1994, IFAD provided approximately \$4.5 billion in funding for 395 projects in 102 developing countries with a total value of about \$14.4 billion.

## **Governing Council**

The 17th session of IFAD's Governing Council was held in Rome January 26–28. In the wake of the suspension of the Fourth Replenishment negotiations in October 1993, the Council was faced with the task of trying to devise a new foundation for IFAD's future governance and financing given the near certainty of reduced OPEC financial support for the institution. After considerable negotiations, the Governing Council agreed to create the Special Committee on IFAD's Resource Requirements and Related Governance Issues. Comprising 12 members from each of the three categories, the Special Committee was charged with devising a new governance structure for the Fund in an effort to revive the Fourth Replenishment negotiations and to establish a more stable basis for future replenishments. The Governing Council also created a panel of independent outside experts to conduct a Rapid External Assessment of IFAD's mandate and operations.

Many countries from all three categories (OECD, OPEC and developing countries) spoke at the Council on the need for some form of structural change with the objective of reshaping the Fund to attract new sources of financial support. Participants believed that incentives should be offered to encourage sustained contributions from traditional donors and increased contributions from nontraditional donors among the relatively more advanced developing countries.

## **Special Committee**

The Special Committee held five sessions during the course of the year. Agreement was reached on more closely aligning voting power with contribution levels. Heretofore, the 1,800 votes in the Governing Council were evenly divided among the three Categories, with each category holding 600 votes. Under the plan adopted *ad referendum* by the Special Committee, each member of IFAD would receive five membership votes. The balance of the remaining votes would be reallocated among members on the basis of past levels of contributions. New votes would be created for the Fourth Replenishment and subsequent replenishments. The Committee also decided that of the 18 members of the Executive Board, the number of Executive Directors from OECD countries would increase from six to eight, with a corresponding decrease in OPEC seats from six to four. These changes met U.S. objectives of enhancing the decision-making authority of large traditional donors (OECD), without reducing the governance role of developing countries, and of providing incentives (increased voting rights) for nontraditional donors among the more advanced developing countries to increase their contributions to IFAD.

The one remaining unresolved issue, whether to retain or modify or abolish the three-Category membership system, was settled at the final session of the Special Committee in October, when participants agreed on a “no-Category” system. (Informal membership groupings will continue, however.) With this final agreement, the entire package of governance changes was ready for consideration by the Governing Council at its 18th annual session in January 1995.

## **Fourth Replenishment**

Negotiations on the Fourth Replenishment resumed in October immediately following the conclusion of the Committee’s work. OECD members were generally willing to at least maintain a level of contributions proportionate to their share of the Third Replenishment and reaffirmed their earlier agreement on the figure of \$360 million (of the \$600 million

target figure). On the other hand, OPEC and developing country members were highly cautious in discussing their pledging intentions. OPEC members' October 1993 pledge of \$92 million remained on the table, pending confirmation from capitals. There were also indications that developing countries would seek to pledge \$60 million. It was decided that further negotiations on the Replenishment would be held just prior to the January 1995 session of the Governing Council. IFAD's management hoped that a strong participation by the more advanced developing countries in the Fourth Replenishment would serve as an incentive to the traditional donors to step up their contributions and thus help to offset the anticipated shortfall in OPEC contributions.

## **Rapid External Assessment**

As part of the restructuring/replenishment process, IFAD's 17th Governing Council called for an independent assessment of how well the Fund had fulfilled its mandate to alleviate rural poverty. The Rapid External Assessment team was composed of five distinguished development experts led by the former president of the International Development Research Center of Canada. The terms of reference included assessing IFAD's comparative advantage *vis-a-vis* other international institutions, evaluating the Fund's cost effectiveness, and exploring the ways in which IFAD cooperates with other donor agencies. To fulfill their mission, members of the team met with a variety of other international organizations, consulted with officials of recipient governments, talked to rural poor people themselves, and inspected 13 IFAD projects in 10 countries.

The Rapid External Assessment team's report, completed in July, strongly endorsed IFAD's approach to rural development and asserted that IFAD is needed more today than at the time it was founded. Their report also included a number of constructive suggestions for improving the Fund's procedures and its relationships with other development institutions.

## **International Labor Organization (ILO)**

Established under the Treaty of Versailles in 1919, the International Labor Organization (ILO) in Geneva became in 1946 the first specialized agency associated with the United Nations. The ILO seeks to promote social justice for working people everywhere by: establishing policies and programs to improve working and living conditions; creating and supervising the application of international labor standards; fostering democratic institutions and the respect for human rights; and providing technical assistance, in the various fields within its mandate, including promoting employment, human resources development and harmonious industrial relations systems.

At the end of 1994, 171 countries, including the United States, were members of the ILO. Oman joined this year, and South Africa was readmitted after a 30-year absence. A unique feature of the ILO is its tripartite structure: in the International Labor Conference, member countries are represented by government, worker, and employer delegates, each of whom is autonomous and has a vote.

### **Governing Body Meetings**

The 259th session of the Governing Body was held in Geneva March 17–31. In plenary, members discussed the pace of introduction of new standard-setting instruments (ILO Conventions and Recommendations). There was consensus among government and employer groups in favor of a slower pace to allow time for careful consideration of new standards which would have broad support among ILO members, and for the consolidation and revision of existing standards. This view was not shared by the workers' group.

Preliminary consultations on the 1996–1997 program and budget revealed a virtually unanimous insistence by governments on maintaining zero real growth. The 1996–1997 proposals will be drafted for the 262nd Governing Body session.

The Governing Body dealt with the distribution of a \$16.7 million cash surplus for the 1992–1993 biennium. The ILO



had reduced its expenditure by \$30 million during the biennium, since some members had not anticipated being able to pay their assessments. An unexpected payment took place in late 1993. ILO financial regulations normally require surpluses to be returned to members, but the Governing Body decided to distribute all but \$1.7 million to existing programs.

The 260th session of the Governing Body met briefly during and immediately after the conclusion of the June 7–24 session of the International Labor Conference, under the streamlined procedure adopted last year. The Program and Finance Committee discussed the ILO financial report and the audited financial statements for the 1992–1993 biennium.

The 261st session of the Governing Body was held in Geneva November 2–17. The Governing Body's working party on the Social Dimensions of the Liberalization of International Trade met November 14 and decided to resume its deliberations at the 262nd Governing Body session. On the recommendation of its Legal and International Labor Standards Committee, the Governing Body adopted a proposal to increase its size by 20 deputy members: 10 government, 5 employer and 5 worker. The Governing Body also adopted a statement drafted by its working party on the March 1995 Copenhagen World Summit on Social Development, insisting on "the need for the ILO to be recognized as the organization best placed to be entrusted with following up on the conclusions of the summit in respect of employment."

At this session, the Governing Body began a major review of the adoption and implementation of international labor standards. The focus is on the revision of existing standards and the rationalization of new ones. This session of the Governing Body also completed work on reform of the sectoral activities (industrial committee) program. This reform package will be submitted to the 262nd session of the Governing Body and then to the 82nd Labor Conference in June 1995 for final approval.

The Committee on Freedom of Association considered 25 cases, 2 of the most serious being those against Guatemala

and Nigeria. The Committee reached definitive conclusions in 23 cases and interim conclusions in 2 others.

## **International Labor Conference**

The 81st Session of the International Labor Conference took place in Geneva June 7–24. For this 75th anniversary year, the Conference elected a worker delegate—Charles Gray of the United States—as its president for only the second time in its history.

A record number of delegates from 158 of the 171 member countries attended the Conference, in honor of the 75th anniversary of the founding of the ILO and the 50th anniversary of the Declaration of Philadelphia, which set the path for the organization in the post-World War II era.

In a June 9 address to the plenary, U.S. Secretary of Labor Robert Reich exhorted the ILO to take the lead in developing a detailed program for advancing international labor conditions, and to provide its expertise to the new World Trade Organization in pursuit of that end. The Conference, through the Director General, suggested that the Governing Body establish a working party to define the ILO's role in the growing debate on the linkage between labor standards and trade.

Following South Africa's readmission to the ILO, the Conference dissolved the Conference Committee on Action against Apartheid, and decided to adapt its South Africa Plan of Action to address the legacies of apartheid and to call upon members to support South Africa's efforts to eliminate the consequences of apartheid.

The Conference adopted a new ILO convention, No. 175 concerning part-time work, on June 24.

Of the 10 draft resolutions originally submitted, the Conference Committee on Resolutions reported out 2, which were adopted by the Conference plenary on June 22. The first resolution calls upon the tripartite constituency of the ILO to reaffirm the principles and fundamental values of the organization. The second resolution calls for the ILO to take a primary role in preparation, realization and follow-up of the

World Summit on Social Development. The U.S. and other Delegations succeeded in defeating an ASEAN draft resolution calling on the ILO to resist attempts to link labor standards to international trade.

Pursuant to a Governing Body recommendation, a half-day plenary "special sitting" of the Conference was held for the fifth year in a row to discuss the Director General's annual report on the situation of workers in the Israeli-occupied territories. Thanks to positive developments in the Middle East Peace Process, the tone of this year's special sitting was the most positive and moderate to date. Consistent with the rules for such sittings, no conclusions, resolutions or other actions were permitted.

## **International Maritime Organization (IMO)**

The principal objectives of the International Maritime Organization (IMO), established on March 17, 1958, are to foster cooperation among governments on technical matters affecting international shipping, to achieve the highest practicable standards of maritime safety and to prevent pollution of the marine environment by ships and other craft. The IMO also has responsibility for the development of conventions and treaties concerning international shipping, the facilitation of international maritime affairs and providing technical assistance in maritime matters to developing countries.

The IMO Assembly did not meet in 1994. It will next meet in November 1995. The IMO Council, responsible for all functions of the Assembly between sessions, held two regular sessions in London.

The IMO added three new members during the year: Kazakhstan, Ukraine and Namibia. This brought the organization's membership to 150 full members and 2 associate members, Hong Kong and Macau.

### **Council Sessions**

The 72nd and 73rd sessions of the IMO Council were held in London June 13–17 and November 14–18, respectively.

The Council awarded the International Maritime Prize to recently retired U.S. Coast Guard Commandant Admiral J. William Kime for his more than 20 years of active involvement in the improvement of worldwide maritime safety and protection of the marine environment.

The Council was pleased to note that the conditions for entry into force of the 1990 International Convention on Oil Pollution Preparedness, Response and Cooperation (OPRC) were met on May 15, 1994. The OPRC will enter into force on May 15, 1995. As a result of decreased UNDP funding, governments and other organizations were again urged to explore all possible means of financial assistance for the World Maritime University (WMU) and Maritime Law Institute (MLI).

The Council took the view that, in light of developments in South Africa, IMO Assembly resolution A.310, which prohibited the participation of South Africa in the IMO, would no longer apply once the credentials of South Africa were accepted by the Secretary General of the United Nations.

The value of NGOs to the organization and the financial implications of granting consultative status to them were questioned by several Council members. The Secretary General was requested to study the matter, seek committee viewpoints, and report on the results at the 74th Council session in June 1995.

The Secretary General was granted the authority to recruit a consultant to assess the International Ship Information Data Base (ISID). As a result of continuing concerns about the late receipt of IMO documents, the Council approved a pilot study on the feasibility of establishing an electronic bulletin board as an optional means of document distribution, based on an offer by Canada. The Council agreed that the United Kingdom would lead a correspondence group and submit a new proposal at its 74th session in 1995 on stricter conditions on states seeking waivers in the payment of their assessments.



## **Maritime Safety Committee**

The Maritime Safety Committee (MSC) held its 63rd and 64th sessions in London on May 16–25 and December 5–9, respectively. At MSC 63 the Committee adopted amendments to the Safety of Life at Sea (SOLAS) Convention to improve safety on board tankers and enhance ship navigation requirements. The MSC also adopted amendments to the Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW) regarding additional training requirements for personnel on tankers. Other accomplishments included adoption of amendments to the international maritime dangerous goods codes, approval of circulars on enhanced ship inspections and safe carriage of bulk cargoes and adoption of a new code for high-speed craft. At MSC 64 the Committee adopted amendments to SOLAS for safe stowage and securing of cargoes, agreed to establish a steering committee and panel of experts to review the safety of RO/RO (roll on/roll off) passenger ferries, approved for circulation a comprehensive set of amendments to the STCW Convention and approved restructuring of the subcommittee.

## **Marine Environment Protection Committee**

The Marine Environment Protection Committee (MEPC) held its 35th and 36th sessions in London on March 7–11 and October 31–November 4, respectively. At MEPC 35 the Committee approved a revision to the International Convention for the Prevention of Pollution from Ships (MARPOL) to include port state control for operational requirements, approved a comprehensive manual on port reception facilities, considered an assessment of IMO activities relating to Agenda 21 of the UN Conference of the Environment and Development (UNCED) and began work on ballast water management to prevent the spread of nonindigenous species.

At MEPC 36 the Committee adopted the report of IMO to the Commission on Sustainable Development and adopted guidelines for the approval of alternative arrangements to double hulls. The Committee also approved revised guidelines on oil spill dispersant application, approved guidelines

for the facilitation of response to oil pollution incidents and continued work on the development of a new annex to MARPOL on preventing unwanted organisms in ballast water.

## **Legal Committee**

The Legal Committee held its 70th and 71st sessions in London from March 21–25 and October 10–14, respectively. The Committee continued discussions on a proposed convention on liability and compensation for damage in connection with the carriage of hazardous and noxious substances by sea (HNS Convention), with particular focus on the form and funding of the second-tier international fund.

The Committee also continued work on a draft protocol to the 1976 Convention on Limitation of Liability for Maritime Claims (76 LLMC), agreeing to place its work on the 76 LLMC on an equal priority with the HNS Convention. Regarding its substantive work on the 76 LLMC, the Committee focused on raising the limits of liability to compensate for the erosion of the standard distribution right (SDR); raising the limits of liability for passenger claims to correspond with the 1990 Athens Protocol to the 1974 Convention Relating to the Carriage of Passengers and Their Luggage by Sea; and preparing a streamlined tacit amendment procedure. In its deliberations, the Committee reaffirmed its decision to set a diplomatic conference for the convention and the draft protocol to the 76 LLMC for early 1996. Last, the Committee returned to a discussion of law of the sea issues arising from the 1977 Torremolinos International Convention for the Safety of Fishing Vessels.

The U.S. Delegation to the Legal Committee represented the United States at the seventh session December 3–7 of the Joint Intergovernmental Group of Experts on Maritime Liens and Mortgages (JIGE) sponsored jointly by the IMO and the UN Conference on Trade and Development (UNCTAD). The JIGE debated possible revisions to the 1952 Convention on Certain Rules Relating to the Arrest of Seagoing Ships (1952 Arrest Convention). Specifically, in light of the 1993 International Convention on Maritime Liens and Mortgages, the

JIGE focused on expanding the list of maritime claims for which a vessel may be arrested, introducing an *in rem* proceeding for claims secured by a maritime lien, and permitting arresting courts to exercise jurisdiction over the merits of the underlying claim.

## **Facilitation Committee**

The Facilitation Committee (FAL) held its 23rd session October 24–28 in London. A number of key issues were covered, including approval of four amendments dealing with inadmissible passengers, preimmigration clearance and pre-import matters; discussion of a U.S. paper comparing IMO and ICAO Standards and Recommended Practices; coordination of electronic messages with the UN/EDIFACT process, which would include developing new messages, and advising on applications and implementation of Electronic Data Interchange (EDI) systems in carrying out maritime transportation; and discussion of procedures for treating stowaways. The United States will participate in an intersessional group which will study the stowaway issue and report its findings at its 24th session in 1996. The Facilitation Committee also recommended that it was the appropriate Committee to handle ship-port interface issues. The United States did not support this recommendation; the issue will be reconsidered by the Committee at its next meeting in 1996 pending the results of discussion in MSC and MEPC.

## **Technical Cooperation Committee**

The Technical Cooperation Committee held its 39th and 40th sessions in London on June 16 and November 17, respectively. The Committee addressed the change in traditional funding mechanisms for technical cooperation and the general decrease in available funds for this activity. It agreed that the continuing need for technical support, coupled with an increasingly competitive approach to support-cost levels, required the Secretariat to investigate new funding approaches, including the private sector, IGOs and NGOs. The Secretary General will issue an information circular to members outlining the scope of this initiative as well as raise

circular to members outlining the scope of this initiative as well as raise the issue with the UNDP Administrator. The Committee concluded that an IMO regional presence was necessary and details of a working group report will be considered at its 41st session in June 1995. The Committee adopted a draft Assembly resolution on measures to enhance the implementation of the IMO medium-term plan for the integration of women in the maritime sector.

## **International Monetary Fund (IMF)**

The International Monetary Fund (IMF), a UN specialized agency, provides a permanent forum at which member nations can review world economic trends and discuss the economic policies of individual countries. The IMF also provides technical advice to member nations and offers financial support to countries suffering balance of payments difficulties and taking steps to correct those problems. Several of these countries have recently emerged from their balance of payments and debt difficulties of the 1980s and regained access to international credit markets.

During 1994 the IMF extended rapid-disbursing assistance under stand-by arrangements and Enhanced Structural Adjustment Facilities (ESAFs) to eight francophone African countries to support the devaluation of their currency, the CFA franc.

## **U.S. Quota and Voting Power**

At the end of 1994 the U.S. quota came to approximately \$38 billion, giving the United States a roughly 18 percent share of the IMF's quotas and voting power. Any use by the IMF of the U.S. quota is offset by the receipt of an equivalent liquid interest-bearing claim on the Fund, a claim that forms a part of U.S. foreign exchange reserves.

Quotas are the subscriptions that member countries pay to the Fund and constitute its capital base. Quotas are based on the relative size of member countries' economies



and their role in international trade relations. Depending on the growth of the world economy and of international financial flows, IMF quotas have been periodically increased to enhance the Fund's ability to support the adjustment efforts of its members while preserving the liquidity of creditor country claims. The most recent quota increase took place in 1992.

## **New Members**

Membership in the IMF is nearly universal following a large surge in membership in 1992 and 1993. Eritrea was the only new member to join the IMF in 1994. Serbia and Montenegro, and Bosnia and Herzegovina have not been admitted to the IMF due to unresolved issues stemming from the breakup of the former Socialist Federal Republic of Yugoslavia.

## **Support for Economies in Transition**

A prominent activity of the IMF in 1994 was continuing assistance to the nations of the former Soviet Union and Central Europe in transforming their economies to a market basis. The temporary Systemic Transformation Facility (STF) was created in April 1993 to help meet the extraordinary financing needs of countries under transformation. Eligible countries faced balance of payments difficulties arising from severe trade disruptions and a shift from significant reliance on non-market prices to multilateral, market-based trade. During 1994 the IMF approved STF programs for countries of the former Soviet Union and other economies in transition: Ukraine, Armenia, Georgia, Bulgaria, Croatia, the Former Yugoslav Republic of Macedonia, Romania and Vietnam. The STF disbursed just under \$3.2 billion in 1994. Although scheduled to expire at the end of 1994, the IMF Executive Board agreed to a temporary extension through April 1995, and is discussing a further extension of this program.

The IMF also provided new financing in support of adjustment in transition countries under stand-by and extended fund

facility arrangements. Countries in the former Soviet Union and Central Europe approved for these facilities were Kazakhstan, Lithuania, Bulgaria, Croatia, Poland, Romania and Slovakia. Vietnam and Kyrgyzstan also received support for reform under the Enhanced Structural Adjustment Facility (see below).

## **Special Programs for Low-Income Countries**

In recognition of the particular needs of the poorer countries, the IMF established in the late 1980s two special facilities to provide longer concessional financing to low-income countries undertaking comprehensive programs of macroeconomic and structural reform. An important feature of the Structural Adjustment Facility (SAF) and the larger Enhanced Structural Adjustment Facility (ESAF) is a requirement that countries requesting financial support from these facilities set out in detail the economic reforms they intend to accomplish over the following 3-year period. These Policy Framework Papers, prepared with the assistance of the staffs of the IMF and World Bank, must be reviewed by the Executive Directors of the two institutions before any new SAF or ESAF programs can be approved.

Operations under the original ESAF began in December 1987 with funding for the facility at around \$7 billion. The IMF extended and enlarged the facility in February 1994, increasing funding by around \$7.3 billion. Forty-seven developed and developing countries lend to the IMF to fund ESAF. Support for adjustment programs under SAF and ESAF was provided to Cote d'Ivoire, Senegal, Sierra Leone, Togo, Uganda, Bolivia, Guyana, Nicaragua, Pakistan, Kyrgyzstan, Cambodia and Vietnam.

## **Fund Programs**

Aside from these prominent efforts, the IMF continued to provide support to members' adjustment efforts through the stand-by and extended fund facility arrangements. Countries outside the economies in transition approved for new arrangements in 1994 were Algeria, Cameroon, Central African

Republic, Chad, Congo, Gabon, Lesotho, Malawi, Niger, Ecuador, Turkey, Jordan, Pakistan and the Philippines.

## **Coping with Arrears**

In 1990, confronted with a worrisome growth in overdue obligations, the IMF adopted a three-part strategy for resolving the arrears problem. The three elements of this approach consist of strengthened IMF programs and improved attention to the capacity of countries to repay before lending decisions are made, stiffer sanctions to deter the emergence or persistence of arrears and measures to assist cooperating countries to normalize their relations with the Fund. Since the adoption of this strategy, the amount of outstanding arrears has stabilized, and several countries with protracted arrears have cleared them and regained access to IMF resources.

In 1992 IMF member countries added an important deterrent measure against arrears by approving the third amendment to the Fund's Articles of Agreement. The amendment authorized the IMF's Executive Board to suspend a country's voting rights and certain other privileges if it has been in protracted arrears and has not been cooperating with the Fund to resolve that problem through partial payments or the implementation of more appropriate economic policies. Voting rights have been suspended under third amendment procedures in the case of two countries, Sudan in 1993 and Zaire in 1994.

In keeping with the third leg of the three-part strategy, the United States and other members of the Haiti support group are assisting that country to clear its IMF arrears since its return to democracy in 1994. Several countries made progress in clearing their arrears in 1993 through a "rights accumulation program," a means by which countries in arrears may implement adjustment measures and thereby earn "rights" to draw from the IMF once arrears have been cleared. No new rights programs were adopted in 1994.

## **Social Safety Net**

In 1994 the IMF continued to coordinate with the World Bank to incorporate social safety net dimensions into its programs. In keeping with its mandate to assist member countries with balance of payments and budgetary problems, the IMF counseled on how to maintain and in some cases reestablish the integrity of social funds (e.g., pension, employment and social insurance or security). Moreover, Fund programs strive to help the poor by reducing inflation and enhancing growth through encouraging structural adjustment, thus creating new employment opportunities and bringing lasting improvements to living standards. The IMF tailors its programs to include mechanisms that improve the lot of the poorest. While the IMF focuses on the budgetary aspect of mitigating the social costs of adjustment, the World Bank provides countries with the lion's share of social programs, including overall economic advice and sectoral projects.

## **International Telecommunication Union (ITU)**

The principal objective of the International Telecommunication Union (ITU) is the promotion of international cooperation for the use of telecommunications. Established in 1865 as the International Telegraph Union, the ITU serves as a forum where governments and the private telecommunications sector coordinate the establishment and operation of telecommunication networks and services. The ITU is responsible for the standardization, coordination and development of international telecommunications.

The responsibilities and obligations of members of the Union are set forth in a constitution and convention and associated regulations, and these have been revised periodically at ITU Plenipotentiary Conferences. At the end of 1994, there were 184 countries, including the United States, that were members of the ITU. Kyrgyzstan and Tajikistan joined the ITU in 1994.



## **ITU Council**

The Council serves as the governing body of the Union between Plenipotentiary Conferences. The Council meets annually to supervise the administrative functions and financial operations of the Union and to coordinate with other international and regional organizations. The United States is a member of the Council. The 49th annual session of the Council was held in Geneva, May 2–17, and another session was held in Kyoto, Japan, just preceding the Plenipotentiary Conference. All decisions of consequence were deferred by the Council to the Plenipotentiary Conference. The Council reviewed the draft budget for 1995, which formed part of the 5-year budgetary ceiling approved at the Kyoto Conference. In other actions, the Council reviewed and endorsed a number of basic documents for discussion at the Conference, including a strategic plan for the Union, a Japanese proposal for a policy forum and the action plan approved by the Buenos Aires World Telecommunication Development Conference. The Council adopted a unanimous resolution authorizing the South African Government to resume full participation in the ITU.

## **Plenipotentiary Conference**

The ITU held its 14th Plenipotentiary Conference in Kyoto, Japan, September 19–October 14. The Plenipotentiary Conference, the supreme body of the Union, is convened every 4 years. The U.S. Delegation contained significant representation from the U.S. private sector. The principal purposes of the Conference were to establish policies for the next 4 years, to elect the Secretary General and other senior officials, to set the budget and to amend the Constitution and Convention. Vice President Gore announced via satellite the U.S. offer to host the 1998 Plenipotentiary Conference, an offer welcomed by ITU members.

The Kyoto Conference was the most successful Plenipotentiary Conference in recent years. The United States achieved most of its objectives for the Conference, and extraneous political issues were kept to a minimum. A very con-

tentious Israeli-Arab issue was defused by approval of a resolution calling for technical assistance in the telecommunications sector for the Palestine Authority. This resolution, cosponsored by the United States, Israel, Egypt, Jordan and 14 other countries, was the result of a joint drafting group chaired by the United States. This resolution was especially welcomed by Israel because it replaced resolution 64 from the ITU Plenipotentiary Conference in Nice, France, which strongly condemned Israel for alleged violations of international law and the ITU Convention in the occupied territories.

## **Elections**

The ITU membership reelected Dr. Pekka Tarjanne of Finland as Secretary General, and elected Henry Chasia of Kenya as Deputy Secretary General.

The Plenipotentiary Conference agreed to expand the size of the Council from 43 to 46 members, and to fix the size of the Council at 25 percent of the ITU membership. The United States was reelected to the Council. Forty-five other nations from five geographic regions were elected to the Council for 4-year terms, until the next Conference in 1998.

## **Budget**

The United States led a fight to hold the 5-year budgetary ceiling to zero real growth. While there was support for the U.S. position from other major donors, in the end it was not possible to prevail on this issue. The Conference adopted a 1.5 percent increase in the budgetary ceiling for the 5-year period, resulting in a ceiling of 750 million Swiss francs. This was a much smaller increase than was approved by the preceding Plenipotentiary Conference in Nice.

## **Other Major Issues**

After much drafting and editing, the delegates adopted the strategic plan of the ITU, which contains overall strategies and priorities for the Union and its sectors. This will be a living document with continual reviews by the Council and members of the Union. The Japanese proposal for a policy forum was approved by the Conference, but with U.S. leader-

ship, it was agreed that the forum would not produce mandatory regulations. Two difficult issues on call back services and the division of international accounting rates were discussed; these issues will be further considered in the appropriate ITU study groups.

## **World Telecommunication Development Conference**

The first World Telecommunication Development Conference was held in Buenos Aires, Argentina, March 21–29. The Conference got off to an impressive beginning with Vice President Gore's keynote speech. The Vice President's call for the creation of a Global Information Infrastructure (GII) not only captivated the Conference delegates but also sounded a call for telecommunications development, which endured throughout the Conference. The United States achieved its major objectives, which included the establishment of two study groups, pivotal to the development sector's work and the involvement of its members.

Two documents were adopted: the Buenos Aires Declaration, which highlighted broad telecommunications development policy issues, and a Buenos Aires Action Plan, with concrete recommendations for the work to be accomplished by the ITU's development sector over the next 4 years. It was significant that the principles for a Global Information Infrastructure elaborated by Vice President Gore were included in the Buenos Aires Declaration.

The U.S. Delegation was successful in ensuring the active participation of the U.S. telecommunications industry in the work of the development sector, which will assist countries in achieving their development goals. While the Director of the Development Sector had proposed a 14 percent increase in the sector budget at the Conference, the United States resisted pressure for a budgetary increase and stressed the need to prioritize the activities of the Telecommunications Development Bureau. As there was no agreement on the budget increase, it was decided to delete all references to actual budget figures in the Buenos Aires Action Plan. Funding for the Action Plan

was eventually resolved at the Plenipotentiary Conference in Kyoto.

## **UN Educational, Scientific and Cultural Organization (UNESCO)**

The United States was constructively engaged with UNESCO during 1994. Vice President Gore met with Director General Federico Mayor at the White House in April, and senior officials at the State Department also met with Mr. Mayor during the year. The Administration appointed public members to the observer delegation to the 145th session of the UNESCO Executive Board (October 1994). An observer delegation also attended the 144th session of the UNESCO Executive Board. The United States maintained its Observer Mission to UNESCO in Paris. The Mission strengthened its contacts with the organization's secretariat and member state representatives. Congressional delegations met with UNESCO officials in Paris on two occasions.

There was considerable support for rejoining UNESCO. The Administration acknowledged Director General Mayor's leadership and commitment to reforms that have redirected UNESCO's focus in a range of fields that reinforce our nation's foreign policy agenda (promotion of literacy for women and girls, democracy and peacebuilding, press freedom and the development of independent media, human resource development and environmental education including linkages with Vice President Gore's GLOBE program). Senior administration officials stated that UNESCO could be a useful multilateral partner and that the United States hoped to rejoin when resources permit. At the end of the year, the budget climate did not permit reentry.

The United States made voluntary contributions of approximately \$2 million to selected UNESCO-related activities in 1994. Direct contributions to UNESCO included \$520,000 to the Intergovernmental Oceanographic Commission (IOC), \$35,000 to the UNESCO copyright program, and \$45,000 to communication activities. In addition, \$450,000 was contrib-



uted to the World Heritage Fund, whose Secretariat is provided by UNESCO.

During 1994, the United States remained a party to the following UNESCO-related agreements and conventions:

- The Agreement for Facilitating the International circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural character, with Protocol (Beirut Agreement), done at Lake Success, July 15, 1949;

- The Agreement on the Importation of Educational, Scientific and Cultural Materials, with Protocol, (Florence Agreement), done at Lake Success, November 22, 1950;

- The Universal Copyright Convention and Protocols 1, 2 and 3 annexed thereto, done at Geneva, September 6, 1952;

- The Convention Concerning the Exchange of Official Publications and Government Documents between States, adopted at Paris, December 3, 1958;

- The Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, adopted by the UNESCO General Conference at its 16th session on November 14, 1970;

- The Universal Copyright Convention as revised at Paris on July 14, 1971, by an International Conference of States convened by UNESCO;

- The Convention for the Protection of Producers of Phonograms Against Unauthorized Duplication of their Phonograms, done at Geneva, October 29, 1971; and

- The Convention for the Protection of the World Cultural and Natural Heritage, done at Paris, November 16, 1972.

## **UNESCO Conventions and Specialized Programs**

### ***Cultural Property***

The United States is one of 81 states party to the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. The legislation enabling U.S. participation in this treaty is the Convention on Cultural Property

Implementation Act of 1983 (Public Law 97-446, 19 U.S.C. 2601 *et seq.*, as amended). The Act provides *inter alia* for the implementation of U.S. import restrictions on certain categories of archaeological and ethnological material, the pillage of which may jeopardize the cultural patrimony of another state party to the convention. The United States remains the only major art-importing country to implement the convention.

In accordance with the Act, the U.S. Information Agency (USIA) provides technical and administrative support to the presidentially-appointed Cultural Property Advisory Committee, whose findings and recommendations are critical to the decision-making process. The Director of USIA has been delegated most of the President's executive responsibilities under the Act, making USIA the lead government agency in implementing the convention. In carrying out its responsibilities, USIA acts in consultation with the Departments of State and Treasury. The U.S. Customs Service of the Department of the Treasury enforces any import restrictions.

During 1994 the United States acted to extend, for 3 additional years, the emergency import restrictions on Moche material from the Sipan archaeological region of northern Peru and Mayan material from the Peten region of Guatemala. The favorable recommendations of the Cultural Property Advisory Committee formed the underpinnings of these two decisions. The United States is pleased to continue this cooperation with Peru and Guatemala and recognizes that the unique and irreplaceable archaeological materials of these countries are of immense importance to understanding their pre-Hispanic cultural heritage.

During the year, the United States was asked to offer guidance to several countries in all regions of the world that have begun preparing cultural property requests seeking U.S. protection of nonrenewable archaeological or ethnological resources. In addition, USIA offered considerable research support in the National Park Service study on international illicit trade in artifacts.

Numerous outreach efforts were undertaken to further international understanding of our obligations under the convention. For example, a USIA Worldnet TV interactive was held between Washington, D.C., Paris and Bamako to discuss the steps the United States has taken under the convention to protect Mali's archaeological resources in the Niger River Valley. The interactive was highlighted by strong participation in Paris, which included representatives from the government, the private sector, academia and the print media.

The United States participated in the UNESCO Intergovernmental Committee meeting on the return and restitution of cultural property, held in Paris in May 1994. The U.S. Delegation reported on U.S. efforts to implement the 1970 convention. USIA participated in the UNESCO/International Council on Museums (ICOM) Regional Workshop on the Illicit Trade in Cultural Property held in Bamako, Mali, in October 1994. An important result of this meeting was the decision of participants to call for other countries in the regions of West and North Africa to follow the example of Mali and seek U.S. cooperation in the protection of their cultural patrimony under Article 9 of the 1970 convention.

## **Universal Copyright Convention**

The international copyright activities of UNESCO are undertaken in connection with its role as Secretariat for the Universal Copyright Convention (UCC). The UCC Intergovernmental Copyright Committee held its last meeting in June 1991 at UNESCO Headquarters in Paris. At this meeting, the United States was elected to a 6-year term on the Committee.

Current copyright activities are directed either towards specific subjects, such as continuing symposia on copyright piracy, or specific programs, principally publications, including the *Copyright Laws and Treaties of the World*.

As a state party to the UCC, the United States continues to participate in all copyright activities sponsored by UNESCO.

## **World Heritage Convention**

The United States ratified the Convention Concerning the Protection of the World Cultural and Natural Heritage in 1973. It was the first country to do so. Since then, 138 other countries have ratified it. The convention seeks to preserve the world's natural and cultural heritage by identifying and formally designating certain sites to be of outstanding universal value. The Grand Canyon, Yellowstone National Park, Independence Hall, Statue of Liberty and 436 other outstanding cultural and natural sites worldwide are recognized and protected with the help of the convention. Moreover, the World Heritage Committee provides financial assistance through the World Heritage Fund and utilizes legal means, political action, scientific research and public opinion to restore, preserve and protect areas and sites threatened by environmental degradation and human encroachment.

The World Heritage Convention and Fund are administered by the World Heritage Committee, which is composed of 21 states parties elected for 6-year terms at the biennial General Assembly. The Committee meets in ordinary session once each year. At the ninth World Heritage General Assembly held in Paris in October 1993 during the 27th session of the UNESCO General Conference, the United States was reelected to a second successive 6-year term. In December 1993 it was reelected to the Bureau. The United States served as vice-chair of the Committee in 1994 and continues to serve on the Committee and participate in subcommittee work, notably the working group on budget preparation.

During 1994 the United States strongly advocated the adoption of reforms in operating procedures, particularly in those governing technical and financial assistance grants. The United States also strongly supported the concept of a semiautonomous World Heritage Center, a full-time Secretariat at UNESCO Headquarters in Paris, established by Director General Mayor to conduct the convention's business. The Secretariat has designated the United States to hold the scheduled World Heritage training evaluation workshop in October 1995.



The convention is a keystone of the U.S. international environmental conservation program. Some of its more notable accomplishments have been helping remove Ngorongoro Crater from the list of World Heritage sites in danger, assisting Zairian authorities in protecting an endangered herd of white rhinoceros and aiding Ecuador in suppressing a devastating wildfire in the Galapagos Islands. At the Committee's 1994 meeting, reports were examined on threats to the status of 49 World Heritage Sites. After a forthright appraisal of the conservation status of Everglades National Park, the Committee mentioned the site on the List of World Heritage in Danger, but commended U.S. efforts to protect and restore it. The convention was also instrumental in the 1993 decision of the Provincial Government of British Columbia to suspend plans for a copper mine development that would have compromised the World Heritage resources of Glacier Bay National Park.

The Committee established a new emergency response fund in 1993–1994 to allow for quick and effective action on threatened or damaged sites.

U.S. participation in the convention also fulfills important provisions of the International Environmental Protection Act (in the Foreign Assistance Act of 1983), which calls upon the Secretary of State to assist in the protection of species, biological diversity and habitat. By designating outstanding undisturbed ecosystems, the convention not only fosters worldwide protection of these important areas but enhances the priority given to them by host governments.

By tapping an international pool of governmental and international nongovernmental organization experts in historic and natural preservation, the convention ensures that the very best expertise is focused on problems of global significance. Participation in the World Heritage Fund enables the United States to leverage international support and funding for the protection of the world's most significant cultural and natural sites—an activity that would be financially prohibitive on a unilateral basis.

## **Intergovernmental Oceanographic Commission**

Through the Intergovernmental Oceanographic Commission (IOC), the United States continued in 1994 to engage scientists and governments in both developing and industrialized countries in cooperative global oceanographic research and marine operations and exchange of scientific data and information.

The United States took a lead role in 1994 in promoting IOC actions to make the proposed Global Ocean Observing System (GOOS) a reality. This program is of high priority to U.S. agencies and scientists, and National Oceanic and Atmospheric Administration (NOAA), National Science Foundation (NSF) and National Aeronautics and Space Administration (NASA) have made a commitment to support it. At the UN Conference on Environment and Development (UNCED), the IOC was specifically designated as the responsible UN agency for implementing GOOS. An intergovernmental committee and a scientific panel were established in 1993 by the IOC to guide the design and implementation of GOOS, and these bodies continued to be very active in 1994 with substantial U.S. participation. Planning is proceeding under the assumption the GOOS will be implemented in stages, as resources and technology become available. The system will serve member states in climate and global change research, pollution monitoring, coastal resource management and development, and ship operations and safety at sea.

There is a new programmatic emphasis on coastal oceanography for environmental resource management and sustainable development. Planning for the coastal "module" of GOOS has attracted enthusiastic support from coastal developing states as well as the United States, largely because it is expected to provide the monitoring data necessary to address serious problems in habitat conservation and fisheries management. Enhanced prediction of storm surges and tsunamis, another expected benefit of GOOS, will contribute to protection of human life and property, both at sea and in the coastal zone. The IOC Secretariat is now the designated lead for

coordination within the UN system of ocean and coastal issues.

Participation in IOC programs in 1994 has continued to benefit the international dimension of the billion-dollar U.S. Global Change Research Program. The Global Change Research Plan (GCRP) designates IOC as one of the three intergovernmental science organizations expected to play a central role in the global (international) implementation of the U.S. GCRP. The IOC is the only intergovernmental mechanism for addressing large-scale marine and ocean science problems such as ocean circulation and heat exchange with the atmosphere, or surface/deepwater biochemistry.

Other IOC bodies, which coordinate and promote global scale research programs of high priority to the United States, include the Intergovernmental Panel for the World Ocean Circulation Experiment (WOCE), Intergovernmental Board for the Tropical Ocean and Global Atmosphere Experiment (TOGA), Intergovernmental Panel for the Investigation of Pollution in the Marine Environment and the Committee on International Oceanographic Data and Information Exchange (IODE).

The IODE Committee provides oversight and coordination for the World Data Centers for Oceanography and for Marine Geology and Geophysics, which promote the archiving and exchange of scientific data. Foreign data made available through these centers to U.S. scientists are estimated to save the U.S. agencies and institutions about \$1 million per year.

When the United States decided to withdraw from UNESCO in 1984, an extensive interagency review was conducted to determine whether it would serve U.S. scientific and foreign policy interests to remain a member of the IOC. The conclusion reached was that continued U.S. participation in IOC was essential to the global implementation of specific U.S. scientific and operational programs in the world oceans. A separate review by the National Academy of Sciences reached the same conclusion.

## Man and the Biosphere (MAB) Program

During 1994 scientists from the United States, as members of the U.S. Man and the Biosphere (U.S. MAB) Program and as individuals, continued to collaborate with the UNESCO MAB Program.

The U.S. MAB Program was invited by UNESCO to participate as a member of the program committee of the International Conference of Biosphere Reserves. The Executive Director of the U.S. MAB Program and the Chief of the Biological Inventories Section of the National Biological Service took part in this exercise.

During 1994 UNESCO fulfilled its promise to produce a follow-up directory of biosphere reserves patterned after the directory U.S. MAB published in 1993 entitled *ACCESS—A Directory of Contacts, Environmental Data Bases and Scientific Infrastructures on 175 Biosphere Reserves in 32 Countries*.

In the summer of 1994, U.S. scientists and UNESCO technical personnel continued their collaboration initiated in 1993 and carried out a joint technical mission to biosphere reserves in a number of Eastern European countries. Members of the U.S. Peace Corps who were stationed at the biosphere reserve sites in Eastern Europe also participated with the mission and provided technical expertise. The team reviewed biological survey and monitoring records and field recording methodologies with a view towards recommending common procedures and standards. Data on flora and fauna were entered into experimental standardized computer formats. Two important products resulted. The first was the entry of the data into a pilot database at the University of California, Davis for analysis and international comparisons. The second was a joint U.S. MAB-UNESCO report to the Global Environmental Facility (GEF) at the World Bank identifying communication bottlenecks and barriers to effective electronic communications between the biosphere reserves in the five Eastern European countries.



Funds that the Department of State provided through the voluntary contributions sections of the Foreign Assistance Act and through the Bureau of Oceans and International Environmental and Scientific Affairs were granted to U.S. MAB to provide support for specific international projects of U.S. scientists that would normally have been funded by UNESCO.

## **International Hydrological Program**

The basic objective of the International Hydrological Program (IHP) is to improve the scientific and technological bases for the development of methods and human-resource capabilities required for the rational development and management of water resources, including protection of the environment. In recent years, the program increasingly has emphasized the role of water-resources management in sustaining development and the application of the hydrological sciences in planning for potential changes in climate and environmental conditions. Program work is carried out in 6-year phases, through individual projects conducted by international working groups.

The United States has played a prominent role in the IHP and its predecessor, the International Hydrological Decade, since the program's inception in 1965. U.S. scientists were instrumental in the initial design of the program and have contributed significantly to the planning and conduct of each subsequent 6-year phase. Funding from the International Contributions to Scientific, Educational and Cultural Activities (ICSECA) account, in the amount of \$100,000 in 1994, has been critical to maintaining U.S. participation in the program. The stimulus provided by these funds generates equal or greater support for the IHP from U.S. universities, government agencies and the private sector.

Although no longer a member of UNESCO, the United States participates in IHP activities because they address numerous issues of critical concern to the United States, as well as the global community of hydrologists, and because U.S. scientific and technological leadership in water resources

frequently is sought by UNESCO and participating developing countries.

## **International Geological Correlation Program**

The principal goal of the International Geological Correlation Program (IGCP) is to promote cooperative research on global earth science problems. In recent years, the program has expanded from its traditional themes of correlation and calibration to support more multidisciplinary projects that emphasize the environment, including geologic hazards and global change. The program is carried out through individual research projects that last from 4 to 6 years, depending on the complexity and scope of the scientific problem under study.

The United States has played a prominent role in IGCP since its founding in 1973. U.S. geoscientists helped design the program and have served as members of the Scientific Committee and Scientific Board.

Funding from the International Contributions to Scientific, Educational and Cultural Activities account, in the amount of \$80,000 for 1994, helped support 22 projects and has been critical to the continued success of IGCP. These funds, provided through the National Academy of Sciences, serve as a catalyst to stimulate additional support from universities, U.S. Government agencies and private industry.

## **UN Industrial Development Organization (UNIDO)**

Created as an autonomous organization within the UN Secretariat (General Assembly resolution 2152 (XXI) of 1966), the UN Industrial Development Organization (UNIDO) became an independent specialized agency of the United Nations effective January 1, 1986. The organization has 165 members. UNIDO's mandate is to promote and accelerate industrial development in developing countries, and to promote industrial cooperation and development on global, regional, national and sectorial levels. The United States has participated in UNIDO since its inception.

UNIDO, headquartered in Vienna, has three principal organs: General Conference (GC), Industrial Development Board (IDB) and Program and Budget Committee (PBC). The General Conference, which next meets in December 1995, is convened biennially and provides broad policy guidance for the organization. The 53-member IDB meets once in conference years and twice in nonconference years, while the 27-member PBC meets annually. The United States is a member of both the IDB and the PBC.

## **Industrial Development Board**

The 12th session of the IDB took place in Vienna, May 9–May 13. This was the first IDB meeting following the December 1993 fifth regular session of the General Conference in Yaounde, Cameroon. As during its previous session, the IDB was dominated by the reorganization issue. However, this time the focus was on the Director General's progress report on reform, the effect of implementation of his proposals on the future policy framework of UNIDO and UNIDO's organizational and staff structure, as outlined in document GC.5/23.

The fifth regular session of the UNIDO General Conference had approved the Director General's restructuring plan which called for, among other things, a streamlined organizational staff structure for UNIDO without Deputy Directors General. The old UNIDO management structure consisting of five Deputy Directors General has been replaced by eight divisions headed by D-2 level professionals. During the 4 months since the Yaounde Conference, UNIDO trimmed staff by 10 percent and completed all staff reassignments within the organization.

At the Yaounde Conference there was an overwhelming spirit of consensus for a revitalized UNIDO. The United States gave full support to the Director General's plan to reform UNIDO. The U.S. Representative said the United States would actively participate in critically reviewing the implementation of the Director General's proposal as it proceeds, but would resist attempts at micro-managing the organization. At the 12th session of the IDB, the United States

emphasized that it was looking for clear examples of positive movement toward a new UNIDO that had the capacity and resolve to deliver quality industrial development services that met the demands of its members.

The 13th session met in Vienna, November 7–11. The 13th session, like the 12th, was again dominated by the reorganization issue. This was the second board meeting since the December 1993 General Conference in Yaounde gave the Director General the mandate to revitalize UNIDO. Again the focus was on the Director General's latest progress report on the implementation of his proposals on the future Policy framework of UNIDO and its organizational and staff structure as outlined in document GC.5/23. Some of the other issues that received special attention were UNIDO's financial situation, especially the operating budget, UNIDO's Country Director (UCD) program and the report of the external auditor.

The United States noted that progress had been made in stabilizing the regular budget, but that UNIDO must work harder to increase funding for the operational budget in a way that will enable the Organization to sustain a supply of quality services in priority areas. The United States, as did other member states, warned UNIDO that quality projects are the life-blood of the Organization, and sound reform must be followed by sound evaluation. The United States made it clear that in the future it would be looking for and assessing examples of the "new" UNIDO in its projects in the field as well as on paper.

## **Program and Budget Committee**

The Program and Budget Committee's (PBC) 10th session met June 20–24, where, among other things, it approved the 1996–1997 outline for the UNIDO budget based on zero real growth. The PBC's ninth session had met April 26–30, 1993, and a resumed session met June 28. In addition, the first additional session had convened on November 22, 1993, to endorse the revised budget, as required by the UNIDO Constitution for recommendation to the IDB. At the General Con-



ference in December 1993, member states endorsed the Director General's revisions to the draft 1994–1995 biennium budget redistributing resources within the regular budget in line with the planned reorganization of UNIDO. The 11th session of the PBC will meet April 24–28, 1995, where the focus will be on the Director Generals draft 1996–1997 UNIDO budget, the funding of the UNIDO Country Director (UCD) program and the financial situation of UNIDO.

## **Universal Postal Union (UPU)**

The Universal Postal Union (UPU) exists to develop social, cultural and commercial communications among all people by the efficient operation of the postal services. The United States has been a member of the UPU since its founding (as the General Postal Union) in 1874. There are currently 189 members. Antigua and Barbuda, Uzbekistan and Tajikistan joined the UPU, and South Africa was readmitted to membership.

The UPU Congress meets every 5 years to review and revise its conventions, regulations and other agreements. The next Congress will be held in Beijing in 1999.

## **Executive Council**

The UPU Executive Council, which directs the work of the Union between Congresses, met January 31–February 18 at UPU Headquarters in Bern, Switzerland. This was the last meeting of the Executive Council, whose functions were assigned to the newly-created Administrative Council during the 1994 Congress (See Congress, below.)

The Council adopted a resolution to be submitted to the Congress for a revised system of terminal dues (the system used by postal administrations to reimburse each other for delivering mail). It approved a set of proposals to be presented to the Congress for restructuring the UPU. The Council adopted a 1995 budget within zero real growth and decided to establish a post of internal auditor as a half-time position. It recommended that South Africa be readmitted to the UPU as early as possible during the Congress. It referred a request

from the International Chamber of Commerce for observer status at the Congress to the Congress without recommendation.

## **UPU Congress**

The Republic of Korea was the host of the 21st UPU Congress, which was held in Seoul August 22–September 14. The Congress elected Thomas Leavey, Senior Director, International Postal Affairs, U.S. Postal Service, as Director General of the UPU, effective January 1, 1995. He will head the staff of 150 which makes up the UPU international Secretariat.

Elections were also held for the Council of Administration, where the United States was one of 40 countries elected; seats on the Council of Administration are allocated on the basis of regional groups. The United States was also elected to the 40-member Postal Operations Council.

The Congress approved, with minor modifications, the key UPU Executive Council proposals on management reform and restructuring. With the adoption of these proposals, UPU member countries endorsed a major reform of how the Postal Union will operate and of how postal administrations will collaborate to fulfill their public service obligations and respond to customer interest in an increasingly deregulated and commercialized environment.

The new reforms include:

- Separation of questions of government policy and administration from operational and commercial questions and the creation of two new councils, a Council of Administration and a Postal Operations Council, to handle these questions;

- Transfer of responsibility for questions with significant financial implications, i.e., charges and terminal dues, and for adoption of detailed regulations, to the Postal Operations Council;

- Endorsement of the new strategic planning and program budgeting processes to improve the ability of the Union to manage and prioritize its activities; and

- New structure of the UPU Convention and Agreements separating matters of principle from operational detail and providing a simplified and clearer presentation of these matters.

The Seoul Congress adopted annual budget ceilings for the 5-year period 1996–2000, representing 3.4–5 percent real growth per year. The U.S. Delegation argued for zero real growth in debate in the Finance Committee in a formal statement, and disassociated itself from the consensus decision that adopted these ceilings.

## **World Bank Group**

The World Bank Group is composed of the International Bank for Reconstruction and Development (IBRD, established in 1945), the International Development Association (IDA, established in 1960), the International Finance Corporation (IFC, established in 1956) and the Multilateral Investment Guarantee Agency (MIGA, established in 1988). During the Bank Group's Fiscal Year 1994 (ending June 30, 1994), 177 nations were members of the IBRD, 156 belonged to IDA and 161 were members of the IFC. By June 30 the convention establishing MIGA had been signed by 147 countries; 121 countries had become members of MIGA.

The United States is the largest contributor to the World Bank Group. As of June 30, the United States held 17 percent of the shares in the IBRD, 22.7 percent of IFC's capital stock and 17.8 percent of the shares in MIGA.

The World Bank works with specialized UN agencies in a wide variety of activities. It fosters economic growth in member countries by providing loans, either at near-commercial terms (IBRD) or at concessional terms (IDA), for sound development projects. It also provides a wide range of technical assistance and training services.

The Bank traditionally has financed capital infrastructure. In 1980 the Bank inaugurated a program of adjustment lending to support specific policy changes and institutional

reforms. Adjustment lending accounted for 12 percent of total IBRD/IDA lending in FY 1994.

The Bank's overall first priority is poverty reduction, addressed both by economic development projects that promote productive use of labor and by improving basic social services. Human resources development attracted \$4.3 billion in Bank lending in FY 1994. The IBRD also published the *World Development Report 1994: Infrastructure for Development* which examined the link between infrastructure and development and explored ways in which developing countries can improve both the provision and quality of infrastructure services.

The Bank is a partner with UN organizations, cooperating on many development issues. For example, the Bank provided follow-up to the UN's 1992 Conference on the Environment. By discussing population issues at the April 1994 Bank Development Committee, the Bank helped set the stage for the September 1994 UN Cairo Conference on Population and Development. Senior Bank management actively participated in the Cairo Conference. The Bank has helped encourage and support participation in upcoming UN conferences such as the 1995 Copenhagen Social Summit and the 1995 Beijing Conference on Women and Development.

The Global Environment Facility was established in 1990 as a pilot 3-year program to help finance projects benefitting the global environment that would not normally be funded. It became operational in 1991 with contributions from many participant countries, including the United States. Three agencies implement projects under the Global Environment Facility framework: World Bank, which also provides staff and coordination, UN Development Program (UNDP) and, based on concern about budgetary shortfalls, UN Environment Program (UNEP).

During FY 1994 the IBRD approved \$14.2 billion in loans to support 124 projects in 53 countries. IDA credits amounted to \$6.6 billion for 104 projects in 45 countries. Total IBRD and IDA commitments amounted to \$20.836 billion for FY 1994.



Total IBRD and IDA commitments in FY 1994 had the following selected sectorial composition:

<b>Sector</b>	<b>U.S. Dollars (Millions)</b>	<b>Percent of Total</b>
Agriculture and Rural Development	3,907.3	18.8
Education	2,068.0	9.9
Energy		
Oil, Coal and Gas	1,388.3	6.7
Power	1,368.5	6.6
Environment	747.8	3.6
Financial Sector	1,504.6	7.2
Mining/Extractive	14.0	0.1
Population, Health, Nutrition	1,422.2	6.8
Public Sector Management	693.2	3.3
Social Sector	150.6	0.7
Telecommunications	423.0	2.0
Tourism	20.0	0.1
Transportation	3,923.3	18.8
Urban Development	1,279.4	6.1
Water Supply and Sewerage	975.2	4.7

Projects approved by the IBRD and IDA during FY 1994 had the following regional distribution:

<b>Region</b>	<b>Projects</b>	<b>U.S. Dollars (Millions)</b>
Sub-Saharan Africa	60	2,807.9
East Asia	43	6,034.4
Europe and Central Asia	42	3,726.4
Latin America and Caribbean	48	4,746.7
Middle East and North Africa	16	1,150.6
South Asia	19	2,370.0
Total	228	20,836.0

## **International Finance Corporation**

The International Finance Corporation (IFC) assists the economic development of its borrowing member countries by making loans to and equity investments in productive enterprises in the private sector; matching investment opportunities with domestic and foreign private capital and experienced management; helping to develop local and regional capital markets; and promoting privately owned development finance corporations. The IFC also provides clients with financial services and provides advice and technical assistance to governments on capital market development and attracting foreign investment.

The IFC approved for its own account \$2.5 billion in loans and equity for 231 projects in 65 countries during FY 1994, an increase from the \$0.4 billion and 46 projects of the previous year. The IFC also helped arrange \$1.8 billion in syndicated loans.

## **Multilateral Investment Guarantee Agency**

The Multilateral Investment Guarantee Agency (MIGA) encourages equity investment and other direct investment

flows to developing countries through the mitigation of non-commercial investment barriers. To carry out this mandate, MIGA offers investors guarantees against noncommercial risks; advises developing member governments on the design and implementation of policies, programs and procedures related to foreign investments; and sponsors a dialogue between the international business community and host governments on investment issues. MIGA commenced operations in the latter half of 1989. Countries must be members of the World Bank to qualify for membership. In FY 1994, MIGA issued 38 guarantee contracts, involving 14 host countries and 12 investor countries, which facilitated \$1.3 billion in direct investment. MIGA signed its 100th guarantee contract in FY 1994 and surpassed \$1 billion in investments.

## **World Health Organization (WHO)**

The World Health Organization (WHO), based in Geneva, was established in 1948 with the objective of "the attainment by all peoples of the highest possible level of health." In 1994 its membership increased to 189 with the admission of two Pacific island states, Niue and Nauru.

During 1994 the U. S. Government continued its cooperation with WHO on many technical and administrative issues. There were more Americans than any other nationality in professional staff positions. Senior posts filled by Americans included those of the Assistant Director General for Communicable Diseases, Executive Director of the Global Program on AIDS, and the Chef de Cabinet. Once again, the United States provided the largest national share of the WHO regular budget and the largest amount of voluntary contributions by any government.

The World Health Assembly, which meets annually, held its 47th session in Geneva on May 2-12. The U.S. Delegation included representatives of the Department of Health and Human Services, the Department of State and the U.S. Agency for International Development. In a speech to the Assembly plenary, the Head of the U.S. Delegation discussed the health problems of women, deploring 500,000 childbirth

deaths a year, unsafe abortions and female genital mutilation. She also urged WHO to continue to manage its resources effectively. She met privately with the heads of a number of other delegations and gave a press conference in which she discussed U.S. health care reform efforts and the importance of international health issues to the United States.

U.S. Representatives participated in meetings of the WHO Executive Board, in Geneva, in January and May, with observer status at the January session. U.S. Delegates also attended meetings of the regional committees for the Americas (in Washington), Western Pacific (in Kuala Lumpur, Malaysia), and Europe (in Copenhagen); and the meeting of the 16-member Governing Council of the International Agency for Research on Cancer (in Lyon, France). U.S. officials also participated in meetings of the management committees of WHO's major voluntarily funded programs, including the Global Program on AIDS, and in ECOSOC discussions relating to creation of the new joint and cosponsored United Nations Program on HIV/AIDS. The United States was elected by the World Health Assembly in May to name a member of the WHO Executive Board for the next 3 years.

## **Health Issues**

**Next 6-Year Plan.** The Assembly approved by consensus the "Ninth General Program of Work," a plan covering WHO activities for the period 1996–2001. The U.S. Delegate urged WHO to give greater attention to the setting of program priorities in the development of biennial budgets under this work program.

**HIV/AIDS.** WHO provided technical support for the "Paris AIDS Summit," hosted by the Government of France and held in Paris on World AIDS Day, December 1. Representatives of 42 governments attended. The United States was represented by officials of the Departments of Health and Human Services, State and U.S. AID. Participants in the meeting adopted a declaration noting that the AIDS pandemic, by virtue of its magnitude, constitutes a threat to humanity and affirming "our obligation as political leaders to



make the fight against HIV/AIDS a priority." The declaration set forth a series of actions for implementation by governments and intergovernmental and nongovernmental organizations.

**Joint UN Program on HIV/AIDS.** The concept of a joint and cosponsored UN program on HIV/AIDS was supported by the governing bodies or senior officials of WHO, UNICEF, UNESCO, UNDP, UNFPA and the World Bank in early 1994, and was formally endorsed by ECOSOC on July 26 in resolution 1994/24.

U.S. Representatives to all of the participating agencies strongly promoted adoption of the new proposal, which would provide for a single, fully coordinated intersectoral UN-system operation in each country where an AIDS-related program is in operation. The new program would be handled administratively by WHO and located in Geneva, blending the operations of the six cosponsoring agencies.

The U.S. Delegate told ECOSOC that "I cannot overemphasize the strong support of the United States Government for development of this cosponsored program." However, she noted that "we are not promoting this program simply as an exercise in bureaucratic restructuring. It must achieve programmatic results in the countries where the work is most needed."

The ECOSOC resolution established the heads of the six cosponsoring agencies as a formal Committee of Cosponsoring Organizations (CCO) and provided for creation of a program coordinating board to govern the program. Composition of the board was to be determined through later consultations. The resolution called for full implementation of the program by no later than January 1996. In December 1994 the CCO proposed selection of Dr. Peter Piot of Belgium as the first director of the joint program, and UN Secretary General Boutros Boutros-Ghali formally made the appointment.

**Female Genital Mutilation.** The Assembly adopted a strong resolution calling for member states to establish national policies and legal instruments that would abolish

female genital mutilation, childbearing before biological and social maturity, and other harmful practices affecting the health of women and children.

**Infant Feeding.** The Assembly adopted a resolution (WHA47.5) prepared by the Executive Board promoting stronger attention to infant nutrition, including breastfeeding. The resolution contained a numerical reference to the 1981 resolution (WHA34.22), which had approved the International Code of Marketing of Breastmilk Substitutes, as well as language that said the 1994 Assembly was "reaffirming its support" for that and other resolutions dealing with infant nutrition. The United States had voted against the 1981 resolution.

At the 1994 Assembly, the U.S. Delegation told a committee of the whole that the U.S. Government strongly supported the promotion of breastfeeding as the preferred form of infant nutrition, both domestically and internationally, and agreed with the principles and aim of the Code. However, the delegation said that certain provisions of the 1981 Code were inconsistent with U.S. law and policy and could not be implemented in the United States. The delegation said that each member state needed to look at the Code within the context of its own laws and practices.

The U.S. Delegation introduced amendments to the resolution originally drafted by the Executive Board; these were designed to make the text more compatible with existing U.S. law and policy. However, other delegates expressed strong views that the text needed to remain unchanged. In the end, the U.S. Delegate announced that, in a spirit of reconciliation and consensus, the United States and others would withdraw their amendments and accept the resolution as originally proposed. The United States joined in the consensus support of the final resolution.

**Pharmaceutical Issues.** The Assembly in May gave extended attention to pharmaceutical issues. Five resolutions were ultimately approved by consensus, with Dr. Stuart Nightingale of the U.S. Food and Drug Administration lead-

ing an effort to forge agreements. One resolution reaffirmed the crucial importance of WHO's leadership in support of national drug policies and urged member states to improve equitable access to essential drugs of good quality at affordable cost. Another resolution urged member states to develop and implement national mechanisms to apply the WHO Ethical Criteria for Medicinal Drug Promotion. Another asked the Director General of WHO to maintain the WHO normative activities that provided standards to ensure the quality, safety and efficacy of pharmaceutical and biological products. The others dealt with revision of WHO's "Good Manufacturing Practices for Pharmaceutical Products" and with the role of the pharmacist.

**Onchocerciasis Control.** The Assembly held a special ceremony to praise the success of the WHO Onchocerciasis (worm infestation transmitted by biting flies) Control Program, based in Ouagadougou, Burkina Faso. A U.S. drug firm, Merck and Company, received strong recognition and thanks for its free distribution of the drug ivermectin to combat onchocerciasis. The Assembly urged member states to make full use of procedures to obtain Ivermectin for public health purposes free of charge from the manufacturer.

**Drug Dependence.** Queen Silvia Gustaf of Sweden addressed the World Health Assembly, launching the Mentor Foundation, a private agency intended to support substance abuse prevention activities for children and young people around the world. The Foundation was proposed to operate in conjunction with the WHO Program on Substance Abuse, and the parties intended to develop a formal agreement regarding their operations.

**Chemical Safety.** WHO, together with UNEP and ILO, organized an International Conference on Chemical Safety, in Stockholm, Sweden, at the end of April. Among the results was the establishment of an Intergovernmental Forum on Chemical Safety, which will prepare strategies for evaluation of chemical safety and the environmentally sound management of toxic chemicals. The Forum also will make recom-

mendations to member governments and international agencies for action in this field.

**Environment Council.** On June 23–24 WHO convened a meeting of the “Council on the Earth Summit Action Program for Health and Environment.” The Council had been created to ensure that WHO effectively addressed the health and environment initiatives set out in Agenda 21 at the 1992 UN Conference on Environment and Development.

**Health Assistance to the Palestinians.** For the entire duration of the 1994 Assembly, the Delegations of Israel and the Palestinians negotiated and ultimately reached consensus on a resolution calling for increased health assistance to the Palestinian people. It was the first time in 15 years that a divided vote had been avoided on this issue. The U.S. Delegation assisted in the negotiations. The consensus resolution adopted by the Assembly expressed

... the hope that the peace talks will lead to the establishment of a just, lasting and comprehensive peace in the Middle East so that the Palestinian people can be responsible for their own health services and develop their health plans and projects. . . .

Israel was not satisfied with the title of the final resolution, which referred to “occupied Arab territories, including Palestine,” but decided not to contest the point in consideration of broader interests in progress toward a Middle East peace. U.S. Delegates urged participants to find a new and noncontentious title for the agenda item at the 1995 Assembly, and Dr. Fathi Arafat, leader of the Palestinian Delegation, told the Assembly he believed this should be done.

## **Administrative and Budgetary Issues**

**Global Change and Budgetary Reform.** The Executive Board and the Assembly both reviewed reports of the Director General on steps taken to advance reform of the WHO operations and to implement recommendations by the Board’s working group on the WHO Response to Global Change. Some countries evidenced disappointment at slow progress in implementing recommendations of the Board. The U.S. Dele-



gation expressed the concern that impetus for reform could be lost if there were excessive delays and complexity of implementing procedure. To ensure continued attention to reform, the Assembly adopted a resolution asking the new Program Development Committee of the Executive Board to continue to promote reform actively. It also asked the Director General to establish a system of regular evaluation of progress toward agreed targets and to allocate resources as needed for the achievement of program priorities.

The Assembly in May also welcomed the Executive Board's creation of a new Administrative, Budget and Finance Committee and asked the new Committee to take specific steps to advance implementation of budgetary reform measures. The U.S. member of the Board was selected as one of seven members of the new Committee.

**Financial Management.** In review of the report of the external auditor, the U.S. Delegation raised concern about the slow payment of assessments by member states and said WHO could not continue to operate as though it had no financial difficulties. The United States also raised concern that WHO program activities had been reduced by 10 percent in each of the six regional offices but with no reduction of expenditure at headquarters. The Delegation said that WHO should not come to a point where it spent more on meetings and other headquarters activity and less in dealing with health problems in member states.

Picking up on issues raised by the external auditor, the U.S. Delegation expressed concern about the lack of adequate controls on the fellowship program, the rehiring of retirees on pension and nonreimbursement of withdrawals from the working capital fund. WHO officials provided some response to these issues and offered a more detailed commentary for governing body meetings in 1995.

**Hiring of Board Members.** The U.S. and 13 other Delegations introduced an Assembly resolution that would have had the effect of barring WHO hiring of members of the Executive Board for a period of 1 year following completion

had the effect of barring WHO hiring of members of the Executive Board for a period of 1 year following completion of their service on the Board. The sponsoring delegations said such a provision was a legitimate guard against conflict of interest, similar to provisions already in effect in many countries. However, some other delegations argued that this was an unjustified questioning of the integrity of duly-appointed members of the Board.

In the only vote of the 1994 Assembly, the proposal was defeated, 25 (U.S.) to 37, with 15 abstentions. Afterward, several Western country delegates said they would urge the Director General to apply the rule despite the vote, as part of good governing practice, and to forbid the staff to offer positions to Board members until 1 year after their Board service had ended.

**Regional Director Elections.** At meetings of WHO regional committees in the fall of 1994, elections were held to nominate individuals to fill three of the six regional director positions. All were expected to be confirmed by the Executive Board in January 1995. The regional committee for Africa nominated Dr. Ebrahim Samba of the Gambia to replace Dr. Gottlieb Monekosso of Cameroon as head of the regional office in Brazzaville, Congo. The regional committee for Europe renominated Dr. Jo Asvall of Norway to continue as head of the regional office in Copenhagen, Denmark. The regional committee for the Americas nominated Sir George Alleyne of Barbados to replace Dr. Carlyle Guerra de Macedo of Brazil as head of the office in Washington; Dr. Alleyne will also serve as Director of the Pan American Health Organization (PAHO).

**South Africa Participation.** Although South Africa had not technically withdrawn or been ejected from WHO, it had not participated in WHO meetings for 30 years. On the first day of the 1994 Assembly, Zimbabwe introduced a resolution which welcomed South Africa back to full participation and fully restored its voting rights and all privileges. The Head of the U.S. Delegation led a standing ovation for South Africa following adoption of the resolution.

**U.S. Contributions.** The United States is assessed 25 percent of the regular budget of WHO. During 1994, the United States paid its assessment of \$104,319,920 virtually in full. At the end of the year, U.S. arrearages from prior years amounted to \$13,226,949.

In addition to the regular budget payments, the United States was once again the leading contributor of extrabudgetary funds. The U.S. voluntary contributions of \$45,700,565 represented 21.4 percent of the contributions by national governments during 1994. These funds, mostly provided by U.S. AID, went to the Global Program on AIDS (\$28,508,000), the Onchocerciasis Control Program (\$3,500,000), the Research Program in Human Reproduction (\$2,750,000), the Tropical Disease Research Program (\$1,500,000), and a variety of projects encompassed within the Voluntary Fund for Health Promotion (\$9,442,565). After the United States, the other leading contributors of voluntary funds were Japan (\$27.6 million), the Netherlands (\$24.5 million), United Kingdom (\$18.4 million), Italy (\$17.5 million), Sweden (\$17.2 million), Norway (\$11.9 million) and Denmark (\$11.8 million).

## **Pan American Health Organization**

The Pan American Sanitary Conference, which meets every 4 years, is the supreme governing body of the Pan American Health Organization (PAHO). The Conference is composed of representatives of all 38 PAHO member states (most of them represented by ministers of health), and also serves as the WHO regional committee for the Americas. The Conference met in Washington September 26–30.

**Election of the Director.** The Conference elected Sir George Alleyne of Barbados as the new director of PAHO, for 4 years beginning on February 1, 1995. The appointment includes selection as the WHO regional director for the Americas. Dr. Alleyne is the first citizen of a Caribbean nation to be selected for this post. He had joined PAHO in 1981 and was appointed Assistant Director, the third-ranking post, in 1990. He was knighted by Queen Elizabeth in 1990 for “services to medicine.”

The U.S. Delegate publicly welcomed Alleyne's election and offered to work closely with him over the next 4 years. The Conference decided by acclamation to give the title "director emeritus" to the outgoing director, Dr. Carlyle Guerra.

**U.S. Presentations.** At the opening session of the Conference, the U.S. Delegate challenged the delegates to develop innovative ways to improve the health, wellness and safety of women in the hemisphere. She stressed the need to improve opportunities for education, to confront the global tragedy of violence against women, and the need to empower men and women to get the information they need to plan their families and raise their children.

In presenting the country report for the United States, a U.S. Delegate said that public health professionals are putting increased emphasis on prevention, that heart disease rates had dropped by 40 percent from the 1970s and that tobacco use among adults was down from 34 to 25 percent.

The United States was elected to a 3-year term on the nine-member Executive Committee of PAHO.

**Eradication of Polio.** In a major ceremony at the Conference, the International Commission on the Eradication of Polio presented its conclusion that the spread of polio had been interrupted in the Western Hemisphere. The last confirmed case had occurred in Peru 3 years earlier. Credit for this highly significant public health success was given to PAHO, whose director had pushed eradication as a goal in 1986, and to UNICEF, Rotary International, the Inter-American Development Bank, and the Governments of the United States and Canada. WHO has set the goal of global eradication of polio by the year 2000.

**Eradication of Measles.** Buoyed by the success of the polio eradication effort, the outgoing director proposed a new goal, the elimination of measles from the hemisphere by the year 2000. Although the U.S. and other Delegations raised concern about the technical feasibility of reaching the goal,



Macedo urged the Conference to be bold; in the end the setting of the new goal was approved by consensus.

**Environment Conference.** The Conference agreed on a proposal that PAHO convene a "Pan American Conference on Health and the Environment in Sustainable Development," in August 1995. However, in light of concern expressed by the U.S. and other Delegations about the need for such a meeting in light of a proliferation of environment-related meetings in the UN system, the agreement was conditioned on later approval by another governing body of an adequate development plan and prospective funding for the proposed conference.

**Financial Issues.** The Conference approved a plan for the utilization of the PAHO share of the WHO 1996–1997 budget. The U.S. Delegation stressed the need for PAHO to better focus its activity, to pare down the number of activities it undertakes, and to aim for demonstrable improvement in health outcomes as a result of its activity.

The 1992–1993 report of the external auditor had been delayed because of PAHO difficulties with a new computerized finance system. The auditor sharply criticized the decisions relating to installation of the expensive new system. PAHO staff strongly defended its judgment at various stages of the implementation. The U.S. and other Delegations urged PAHO to comply with recommendations of the auditor concerning the new system and to make a progress report to the Executive Committee in 1995.

The United States is assessed 59.44 percent of the PAHO regular budget. During 1994 the United States paid its assessment of \$49,305,581 virtually in full. At the end of the year, U.S. arrearages from previous years amounted to \$8,491,332.

**PAHO Headquarters Building.** Legal action continued in 1994 regarding PAHO's effort to secure a site in Chevy Chase, Maryland, for construction of a new headquarters building. On March 14 a federal district court in Baltimore denied the PAHO claims that action against it by the Montgomery County Council had been in violation of Maryland

law, that PAHO had been denied equal protection within the meaning of the 14th Amendment to the U.S. Constitution, and that the county action was in conflict with federal government responsibility for foreign relations.

PAHO appealed the decision of the district court. On October 31, the U.S. Court of Appeals for the Fourth Circuit, in Richmond, Virginia, before considering the two federal questions, ordered the Court of Appeals of the State of Maryland to rule on whether the county council had the authority under state law to enact zoning legislation that had the effect of prohibiting PAHO from locating in a residentially zoned area of Montgomery County. A hearing before the Maryland court was set for early 1995.

## **International Agency for Research on Cancer**

The 16-member Governing Council of the International Agency for Research on Cancer (IARC), a subsidiary of WHO, met at IARC headquarters in Lyon, France, on April 28–29. Professor Paul Kleihues, of Germany, elected as the new director of IARC in 1993, took over the post in January 1994 and made his first appearance before the Council as director.

**IARC Philosophy.** Kleihues told the Council he agreed with traditional philosophy that IARC should be unique, performing epidemiological and prevention-related research that national cancer institutes cannot do for themselves. However, he also believed IARC should remain in the mainstream of international research in order to enhance its reputation. He said he wanted to give new emphasis to genetic susceptibility to environmental carcinogens, and to give attention to chemoprevention, which aims at preventing or reversing tumors in their early stages.

Council members generally supported these approaches, although some argued that cancer is primarily caused by external factors, not genetics, and that IARC should remain focused on that aspect of its research. There was general agreement that a reasonable balance between the two approaches was preferable.

**Staff Reduction.** In light of severe financial constraints, Kleihues requested and received Council permission to enter into negotiations with 13 general service staff members to terminate their services in order to use the resulting resources to retain agency scientists. He said that only 34 of the Agency's 150 staff members were scientists, and retaining them in a period of tight budget difficulties was essential. Council members were sympathetic with the staff members who were likely to be cut, but supported Kleihues in his request.

**Financial Matters.** The U.S. Delegation focused attention on the sizable extrabudgetary contributions received by IARC. One concern was that required support from the regular budget for these extrabudgetary projects could distort the intended work program under the regular budget. Another was that outside contributors tended not to pay on time and thus forced IARC to borrow against the regular budget in order to maintain cash flow in the extrabudgetary programs. Kleihues proposed, as a solution, the establishment of a reserve fund of \$500,000, drawn from private-citizen contributions to IARC, to be used to maintain cash flow in the face of slow payments. The Council agreed.

The Council also approved IARC acceptance of funds from industry for a study of man-made fibers but insisted, as a condition of acceptance, on "the full independence of the Agency in the conduct of all phases of the study and publication of the results."

**New Membership.** Representatives of China attended the meeting to determine the desirability of joining IARC. The Council Chairman proposed that China be permitted to join as an associate member, paying only half the minimum assessment, and later graduating to full membership. Council members were enthusiastic about getting China to become the 17th country to join IARC. About two-thirds of the members, including the U.S. Delegation, argued that the constitution of IARC did not provide for associate membership or for reduced assessments, and that no exception could be made for one country without opening up exceptions for all countries. It was expected that the issue would be raised again in 1995.

## **World Intellectual Property Organization (WIPO)**

The World Intellectual Property Organization (WIPO) was established by a convention signed at Stockholm in 1967, which entered into force on April 26, 1970. The United States is a party to the convention, which has 151 member states. WIPO is the principal worldwide organization responsible for promoting the protection of intellectual property, which comprises two elements: copyrights (mainly literary, artistic, musical, photographic and audiovisual works) and industrial property (mainly industrial designs). WIPO is also responsible for the administration of 17 intergovernmental "unions" or treaties, each founded on a multilateral treaty. The two principal treaties are the Paris Convention for the Protection of Industrial Property, which has 129 parties, and the Berne Convention for the Protection of Literary and Artistic Works, to which 111 nations have adhered. The United States has been a party to the Paris Convention since 1887. On March 1, 1989, the United States adhered to the Berne Convention.

### **Administrative Organization**

The Paris and Berne Conventions initially provided for an international bureau to serve as Secretariat for each of the respective unions of the member states of these agreements. These were united in 1893 under the name of the United International Bureau for the Protection of Intellectual Property (BIRPI). Although BIRPI still has a legal existence for states that are members of one of the Unions but not of WIPO, in practice it has been supplanted by the International Bureau established by the Stockholm Convention to the Secretariat for WIPO. WIPO became a specialized agency of the United Nations in 1974.

The International Bureau operates under the direction of WIPO member states through the General Assembly and a conference that meets in ordinary session every second year. The principal administrative organs of the Paris and Berne Unions are the assemblies of each union, consisting of all the member states. The Paris and Berne Unions elect executive



committees from among their member states, and the joint membership of these two committees constitutes WIPO's Coordination Committee. It meets annually and is entrusted with the normal tasks of such a governing body, especially the implementation of WIPO's biennial program and budget. As a member of the Paris Union Executive Committee, the United States continues as a member of the WIPO Coordination Committee through the 1995 annual meeting. During 1994 the United States was also a member of the WIPO General Assembly, Assemblies of the Nice Union, Berne Union, Patent Cooperation Treaty Union, International Patent Classification Union and the Budapest Union. The United States had membership in the following committees: Budget Committee, Premises Committee, Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights and the Permanent Committee for Development Cooperation Related to Industrial Property.

One of the two basic objectives of WIPO is to promote the protection of intellectual property on a worldwide basis. In support of this objective, WIPO encourages the conclusion of new international treaties and the harmonization of national laws; gives legal-technical assistance to developing countries; assembles and disseminates information on intellectual property; maintains international registration services in the fields of trademarks, industrial design and appellations of origin; and performs the administrative tasks for an international patent filing arrangement.

The second basic objective of WIPO is to ensure administrative cooperation among the unions. Centralizing the administration of the various unions in the International Bureau helps ensure economy both for the member states and for the private sector concerned with intellectual property.

Member states contribute to six of the WIPO unions, known as the "Program Unions." WIPO's 1994-1995 biennial gross assessed budget for the Program Unions is 46,139,000 Swiss francs. The United States is assessed approximately 6.6 percent of the total assessment.

## **Technical Activities**

The Permanent Committee for Industrial Property Information coordinates all technical activities in regard to international patent classification and cooperation.

## **Assistance to Developing Countries**

Activities of WIPO in the field of development cooperation with respect to developing countries continued in 1994 under the direction of two committees composed of developed and developing countries. These committees were the WIPO Permanent Committee for Development Cooperation Related to Copyrights and Neighboring Rights and the WIPO Permanent Committee for Development Cooperation Related to Industrial Property. The United States participates in both these committees and supports most of their activities.

During 1994 WIPO continued to provide traineeships to officials from developing countries in the fields of industrial property and copyright. The U.S. Patent and Trademark Office (PTO) participated by providing training to a number of developing country nationals in the industrial property field.

## **Patent Cooperation Treaty**

A total of 77 countries have ratified or adhered to the Patent Cooperation Treaty (PCT). Under the Treaty, U.S. citizens and residents may file an international patent application with the PTO in Washington. The effect of the international application is the same as if national applications had been concurrently filed with national patent offices (including the European Patent Office) of those countries party to the PCT that the applicant designates. The international application is then subjected to a search of prior art by the PTO, and the applicant then decides, on the basis of the international search report, whether it is worthwhile to pursue applications in the various countries designated. National procedures in such countries are delayed until 20 months after the priority date, unless the applicant asks for an earlier start. National procedures may be delayed until 30 months after the priority date if

the applicant requests an examination in addition to a search. Since July 1987, the PTO has also undertaken an international preliminary examination if the applicant requests it.

## **Berne Convention**

On March 1, 1989, the United States became a member of the Berne Convention. This convention is the oldest multilateral copyright agreement in existence and has the highest recognized standard of copyright protection of all the copyright treaties. In addition to the basic right of national treatment, the Berne Convention provides for certain important authors' rights such as public performance of dramatic, dramatico-musical and musical works. Since the convention entered into force in 1887, it has undergone five major revisions, the last being in 1971. Discussions on extension of copyright protection, in the form of a possible protocol to the convention and a possible new instrument to cover performers and producers of sound recordings, have been held at the committee of experts level since 1991.

## **Patent Law Harmonization**

Since 1984 the United States has participated in negotiations, held under the auspices of WIPO, on a treaty to harmonize national patent laws. These negotiations resulted in a draft patent law harmonization treaty consisting of 39 articles and 13 rules covering many aspects of the patent laws. Some of the provisions in the draft treaty would require controversial changes in U.S. patent law, especially a proposal to adopt a first-to-file system.

The first phase of a diplomatic conference was held in June 1991 in The Hague to begin reviewing the proposed articles and rules. The review of the entire treaty was not completed and another round of negotiations is scheduled for May 1995.

## **WIPO Trademark Law Treaty**

A Diplomatic Conference reached agreement on a Trademark Law Treaty (also known as trademark harmonization) in Geneva in October 1994. The United States signed the treaty upon completion of the diplomatic conference. The Treaty

sets the maximum procedural requirements that can be made in relation to: filing of an application; renewing a trademark registration; recording changes in name, address or ownership; and the correction of mistakes. It also limits the extent to which a party can require authentication of any signature, and it prohibits certain overreaching requirements, such as those requiring an applicant for registration to give certificates from a registry of commerce or to prove that the applicant is doing business in a country party to the treaty. The Treaty offers significant benefits to U.S. trademark owners who have expressed interest in the draft treaty and several bar groups which have indicated their intention to pass resolutions favoring U.S. participation in the treaty. The Trademark Law Treaty requires Senate ratification.

## **World Meteorological Organization (WMO)**

The World Meteorological Organization (WMO) was formally established April 4, 1951, as the successor to the International Meteorological Organization, a nongovernmental organization founded in 1873. The programs advance meteorological prediction and environmental science. The WMO mission is based on the notion of the earth's atmosphere as one vast weather system. Local weather conditions are forecast from meteorological measurements from around the globe. Long-term climate and environmental models are likewise developed from widely assembled meteorological baseline data.

The WMO promotes the international exchange of meteorological and related geophysical information, and the coordination, standardization, and improvement of meteorological and operational hydrological activities worldwide. This enables member weather services to make forecasts with commercial uses in aviation, shipping, industry and agriculture; and with public safety uses when forecasts enable the issuance and enforcement of warnings to protect life and property in the event of dangerous weather conditions. The WMO also coordinates data collection and research pursuant



to mandates of international bodies, agreements and conventions. This enables the WMO to comply with research mandates on atmospheric and climate trends. Mandates come from, *inter alia*, the Vienna Convention and its Montreal Protocol, which requires regular assessments of the state of the ozone layer; Intergovernmental Panel on Climate Change (IPCC) and the Framework Convention on Climate Change (FCCC), which requires the development of climate baseline data; and the UN Conference on Environment and Development (UNCED), which took place in Rio de Janeiro, June 3–14, 1992, and its Agenda 21. Agenda 21 is the UNCED manifesto, which prescribed “sustainable development” and inquiry into the atmosphere, desertification, sustainable agriculture, oceans and fresh water resources.

There are 173 member states and 5 territorial members, all of which have meteorological services. The assessed budget was \$45.91 million in 1994, and the U.S. contribution was \$11.25 million, which was paid with FY 1995 funds. The WMO has two programs funded by voluntary contributions: WMO Voluntary Cooperation Program (WMO/VCP) and the WMO Special Trust Fund for Climate and Atmospheric Environment Activities (CAEA Trust Fund). The WMO/VCP provides training and equipment to help developing countries improve their meteorological services and contribute to the WMO’s high-priority programs, particularly the World Weather Watch (WWW). In 1994 contributions totaled \$6.5 million. The U.S. share was \$2.25 million or 35 percent, most of which was to be spent in the United States. The CAEA Trust Fund responds to demands for specific scientific activities in climate and atmospheric environment studies. The fund supports important new topics and tasks not funded through the quadrennial budget process. In FY 1995 the United States will contribute \$0.8 million.

Components of the WMO are:

- Congress, which includes all member countries, meets every 4 years, and serves as the supreme body of the WMO. Congress reviews program activities, establishes general policies, adopts a 4-year program and budget, and elects officers

of the organization and members of the Executive Council. The next Congress will take place May 30–June 21, 1995.

- Executive Council, which includes the WMO President, 3 Vice Presidents, Presidents of the 6 Regional Associations and 26 member state weather service directors. The directors are elected by Congress and serve in their personal capacities. The Executive Council meets annually and exercises Congressional authority between Congresses. The U.S. Permanent Representative to the WMO and Director of the National Weather Service, Dr. E.W. Friday, is an elected member of the Executive Council. The 46th session of the Executive Council met in Geneva June 7–17, 1994, and the 47th session will meet June 22–24, 1995.

- Six regional associations, which normally meet every 4 years.

- Eight technical commissions, which are established by Congress and consist of technical experts nominated by members. They are charged by Congress with reporting on a particular scientific or technical matter to Congress or the Executive Council. The eight Technical Commissions are the Commission for Basic Systems (CBS), Commission for Instruments and Methods of Observation (CIMO), Commission for Atmospheric Sciences (CAS), Commission for Aeronautical Meteorology (CAeM), Commission for Agricultural Meteorology (CAGM), Commission for Marine Meteorology (CMM), Commission for Hydrology (CHy) and Commission for Climatology (CCI).

- Secretariat, which provides coordination and support to the other components under the leadership of the Secretary General. Professor G.O. Obasi (Nigeria) is serving his third 4-year term in that post.

## **Reinstatement of South Africa**

The Council recognized that the two conditions set by the WMO seventh Congress in 1975 when it suspended South Africa's rights and privileges were now met; i.e., to renounce apartheid and to abide by the UN resolutions on Namibia. The Council therefore decided that the Republic of South Africa

could resume all its rights and privileges as a member of WMO immediately.

## **Scientific and Technical Programs**

The mission of the WMO is accomplished through its scientific and technical programs: World Weather Watch (WWW), World Climate Program (WCP), Atmospheric Research and Environment Program (AREP), Hydrology and Water Resources Program (HWRP), Regional Program and Education and Training Program (ETRP).

**World Weather Watch.** The WWW combines data processing centers, observation systems, and telecommunications facilities. They are operated by member meteorological services to make available necessary meteorological and related geophysical data and information. Essential elements of the program include the Global Observing System, Global Data-Processing System, Global Telecommunication System and other new environmental monitoring programs being considered in response to UNCED follow-up. The 46th session of the Executive Council expressed continued concern about the deterioration of observation programs in Africa and South America due to increasing costs.

The Council stated that the World Weather Watch Program remained, more than ever, the top priority basic program of the WMO. It was pleased to learn that efforts were under way to improve the crucial situation in regard to observations in Africa, Eastern Europe and South America, and that automated observing systems at sea and especially on aircraft were playing a greater role in the Global Observing System. It also expressed concern about the continued operation of the OMEGA Radionavigation System for upper air soundings, until an alternative system is available. The Council expressed appreciation for the contributions made by satellite operators to WMO programs, and urged the satellite operators to continue the free and unrestricted distribution of meteorological satellite imagery, data and products. In the Tropical Cyclone Program the Council urged continued regional coordination and cooperation aimed at strengthening national

preparation of timely high-quality warnings and services tailored to the needs of users.

The Council reviewed, in both formal and informal sessions, concerns expressed by members that commercialization had the potential to undermine the free exchange of meteorological information. It noted that the structures of the weather services differ throughout the world in their relationships with the public and private sectors. Many countries, including many in Europe and South America, are commercializing a portion of their hydrometeorological services in an attempt to recover some of their operating costs. There is concern that some countries, in order to protect the revenue provided by their meteorological services, may restrict the flow of data to eliminate competition in forecasting services. There is no consensus on this issue, and discussion will continue at the WMO Congress in 1995.

**World Climate Program.** The WCP promotes the improvement of the understanding of climate processes through internationally coordinated research and the monitoring of climate variations or changes. Built upon the WWW, the Global Climate Observing System (GCOS) was established to monitor climate variables and detect climate change, support climatological applications for national economic development and support research leading to improved understanding and prediction of the climate system. The Council was pleased with the progress made in planning GCOS.

The World Climate Research Program (WCRP), which is cosponsored by the WMO, the International Council of Scientific Unions (ICSU) and the Intergovernmental Oceanographic Commission (IOC) continued to support research efforts related to climate. The Council recognized the scientific achievements of the Tropical Ocean and Global Atmosphere (TOGA) Program, which was completed at the end of 1994. TOGA successfully developed the scientific basis for predicting El Nino events. This achievement and the progress in monitoring of the global oceans in the World Ocean Circulation Experiment (WOCE) led to the new Climate Variability and Predictability (CLIVAR) research program within WCRP



to succeed TOGA. The program aims to describe, understand, model and predict global climate variations on seasonal, inter-annual and up to multi-decadal time scales.

**Atmospheric Research and Environment Program.** The AREP promotes atmospheric research, in particular through the Global Atmospheric Watch (GAW). The GAW integrates monitoring and research activities carried out under the Global Ozone Observing System and the Background Air Pollution Monitoring Network, and serves as a system to detect changes in the composition of the atmosphere. The GAW also acts as an early warning system that monitors global distributions of atmospheric constituents, such as greenhouse gases, in an effort to detect further changes in the atmosphere. The GAW plays a major role in assessing the atmospheric pollution effects of man-made disasters (such as the 1990 oil well fires in Kuwait) and recommends methods for increasing the monitoring of the meteorological and chemical composition of the atmosphere.

**Other programs.** The HWRP is concerned with the assessment of the quantity and quality of water resources in order to meet the needs of society, to permit mitigation of water-related hazards and to maintain or enhance the condition of the global environment. The ETRP holds the key to future development by promoting efforts of member countries to ensure that the necessary body of trained meteorologists, hydrologists, engineers and technicians is available to carry out national and international programs in meteorology and operational hydrology. The Council noted the increasing importance of attention to the oceans in global climate studies and the provision of marine meteorological and oceanographic services, especially as discussed in UNCED's Agenda 21.

The Applications of Meteorology Program comprised of aeronautical, marine, agricultural and the new Public Weather Program continued to coordinate services to these weather sensitive sectors. The World Area Forecast System (WAFS) jointly implemented by ICAO and WMO reached its final phase, and satellite broadcasts of WAFS products for aviation

were expected to begin in early 1995. The United States and the United Kingdom are the two world centers. U.S. broadcasts will cover the Western Hemisphere and the Pacific to eastern Asia. The United Kingdom will broadcast to Europe, Africa and much of Asia.

## **Technical Assistance**

The WMO established the Voluntary Cooperation Program (VCP) in 1967 at the initiative of the United States. The VCP provides equipment and training for developing countries to assist them in participating in the WMO's World Weather Watch and other programs. Without the VCP, many developing countries would be unable to install costly weather monitoring equipment, so that valuable global meteorological data (currently used by the United States to support civil aviation, shipping and storm detection/warning) would be unavailable. The VCP effort breaks down as follows: provision of meteorological and hydrological equipment (40 percent); training and education (25 percent); expert services (15 percent); climatological support (8 percent); meteorological telecommunications support (8 percent); and miscellaneous (4 percent). The United States makes in-kind contributions of equipment, supplies and expert services to approximately 50 developing countries, and also supports specialized training courses and several fellowships for training in the atmospheric sciences at U.S. universities.

The Special Trust Fund for Climate and Atmospheric Environment Activities, formerly the Climate Studies Fund, is responsible for initiating scientific activities which respond to current international needs, using extrabudgetary contributions over a limited period of time. The Council noted that this fund (approved by the 11th Congress) is continuing to provide major indispensable support for improving climate observation systems in developing countries.

## **Financial Issues**

On June 6 the Financial Advisory Committee (FINAC), which is an intergovernmental body of major donors, held its 13th meeting. FINAC made a number of recommendations to

the Executive Council (June 7–17) and the Council adopted all the recommendations. Several of these recommendations may have wide-ranging effects on the financial situation of the WMO. The recommendations stated that the:

- Secretary General's proposals on the program and budget for the 12th financial period (1996–1999) be presented to the 12th Congress on the basis of zero real growth.

- Technical Commissions and Regional Associations should play a wider role in the budgetary process by identifying priorities for 80 percent of their budget and that they be provided with the cost implications of all their activities.

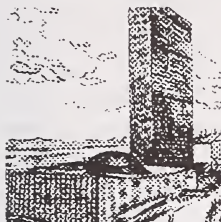
- UN scale of assessed contributions be adopted by the WMO.

- New WMO Headquarters building be used to colocate organizations sharing a common interest with WMO, with two of eight floors rented out at market rates. Also required that the maximum annual cost limit for member countries of SFR 1.5 million not be increased.





## Appendix 1



# Address by President William J. Clinton

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*Statement by President Clinton before the 49th regular session of the UN General Assembly on September 26, 1994.*

Let me first congratulate you, Mr. President, on your election as President of the General Assembly for its 49th session. The American people look forward to working with you to celebrate the United Nations 50th anniversary.

We meet today at a time of great hope and change. The end of the cold war, the explosion of technology and trade and enterprise have given people the world over new opportunities to live up to their dreams and their God-given potential. This is an age of hope—yet in this new world, we face a contest as old as history.

It is a struggle between freedom and tyranny; between tolerance and bigotry; between knowledge and ignorance; between openness and isolation. It is a fight between those who would build free societies governed by laws and those who would impose their will by force.

Our struggle today—in a world more high-tech, more fast-moving, more chaotically diverse than

ever—is the age-old fight between hope and fear.

Three times in this century—from the trenches of the Somme to the island of Iwo Jima to the shattered wall in Berlin—the forces of hope were victorious. But the victors of the First World War squandered their triumph when they turned inward, bringing on a global depression, and allowing fascism to rise and reignite global war.

After the Second World War, the Allies learned the lesson of the past. In the face of a new totalitarian threat and the nuclear menace, great nations did not walk away from the challenge of the moment. Instead they chose to reach out, to rebuild and to lead. They chose to create the United Nations and they left us a world stronger, safer and freer.

Our generation has a difficult task: the cold war is over. We must secure the peace. It falls to us to avoid the complacency that followed the First World War—without the spur of the imminent threat

to our security that followed the Second World War.

We must ensure that those who fought and found the courage to end the cold war—those from both East and West who loved freedom—did not labor in vain. Our sacred mission is to build a new world for our children—more democratic, more prosperous, more free of ancient hatreds and modern means of destruction.

That is no easy challenge; but we accept it with confidence. After all, the walls that once divided nations in this very Hall have come down. More nations have chosen democracy than ever before. More have chosen free markets and economic justice. More have embraced the values of tolerance and liberty and civil society that allow us all to make the most of our lives.

But while the ideals of democracy and free markets are ascendant, they are surely not the whole story. Terrible examples of chaos, repression and tyranny also mark our times. The 20th century has proved that the forces of freedom and democracy can endure against great odds; our job is to see that in the 21st century these forces triumph.

The dangers we face are less stark and more diffuse than those of the cold war, but they are still formidable: the ethnic conflicts that drive millions from their homes; the despots ready to repress their own people or conquer their neighbors; the proliferation of weapons of mass

destruction; the terrorists wielding their deadly arms; the criminal syndicates selling those arms, or drugs, infiltrating the very institutions of fragile democracies; a global economy that offers great promise but also deep insecurity, and in many places declining opportunity; diseases like AIDS that threaten to decimate nations; the combined dangers of population explosion and economic decline, which prompted the world community to reach the remarkable consensus at the Cairo Conference; global and local environmental threats that demand that sustainable development become a part of the lives of people all around the world; and, finally, within many of our nations, high rates of drug abuse and crime and family breakdown, with all their terrible consequences. These are the dangers we face today.

We must address these threats to our future. Thankfully, the end of the cold war gives us a chance to address them together. In our efforts, different nations may be active in different situations in different ways, but their purposes must be consistent with freedom and their practices consistent with international law. Each nation will bring to our common task its own particular strengths—economic, political or military.

Of course, the first duty of every member of the United Nations is to its own citizens, to their security, their welfare and their interests. As President of the United States, my first duty is to

the citizens of my country. When our national security interests are threatened, we will act with others when we can, but alone if we must. We will use diplomacy when we can, but force if we must.

The United States recognizes that we also have a special responsibility in these common endeavors that we are undertaking, the responsibility that goes along with great power and also with our long history of democracy and freedom. But we seek to fulfil that responsibility in cooperation with other nations. Working together increases the impact and the legitimacy of each of our actions, and sharing the burdens lessens everyone's load. We have no desire to be the world's policeman, but we will do what we can to help civil societies emerge from the ashes of repression, to sustain fragile democracies, to add more free markets to the world, and of course to restrain the destructive forces that threaten us all.

In every corner of the globe, from South Africa to Asia, to Central and Eastern Europe, to the Middle East and Latin America, and now to a small island in the Caribbean, ordinary citizens are striving to build their own future. Promoting their cause our generation's great opportunity, and we must do it together. A coalition for democracy is good for America. Democracies, after all, are more likely to be stable, less likely to wage war; they strengthen civil society and can provide people with the economic and political opportunities to build their futures

in their own homes—not to flee their borders.

Our efforts to help build more democracies will make us all more secure, more prosperous and more successful as we try to make this era of terrific change our friend, and not our enemy. In my nation, as in all of your nations, there are many people who are understandably reluctant to undertake these efforts because often the distances are great or the cultures are different. There are good reasons for the caution that people feel. Often, the chances of success or its costs are unclear. And, of course, in every common endeavor there is always the potential for failure and often the risk of loss of life.

And yet our people—as we have seen in the remarkable global response to the terrible crisis in Rwanda—genuinely want to help their neighbors around the world and to make some effort in our common cause. We have seen that progress can be made as well. The problem is deciding when we must respond and how we shall overcome our reluctance. This will never be easy. There are no simple formulas. All of us will make these decisions in part based on the distance of the problem from our shores, the interests of our nation, the difference we think we can make, the costs required, or the threat to our own citizens in the endeavor.

Hard questions will remain, and cannot be erased by some simple formula. But we should have the confidence that these efforts

can succeed, whether they are efforts to keep people alive in the face of terrible tragedy, as in Rwanda, or our efforts to avert a tragedy, as in the Horn of Africa, or our efforts to support processes that are literally changing the future of millions. History is on our side. We should have confidence about this. Look at the march of freedom we have seen in the last year alone. Who, a decade ago, would have dared predict the startling changes in South Africa, in the Middle East and in Ireland; the stunning triumph of democracy and majority rule and the redemption of the purpose of Nelson Mandela's life; the brave efforts of Israel and its Arab neighbors to build bridges of peace between their peoples; the earnest search by the people of Northern Ireland and Great Britain and Ireland to end centuries of division and decades of terror? In each case, credit belongs to those nations' leaders and their courageous people. But in each instance the United States and other nations were privileged to help in these causes.

The growth of cooperation between the United States and the Russian Federation also should give us all great cause for confidence. This is a partnership that is rooted in democracy, a partnership that is working, a partnership of, not complete agreement, but genuine mutual respect. After so many years of nuclear terror, our two nations are taking dramatic steps to ease tensions around the world. For the first time since the Second World War, foreign troops

do not occupy the nations of Central and Eastern Europe. The Baltic nations are free. Russian and American missiles no longer target each other's people. Three of the four nuclear members of the former Soviet Union have agreed to remove all nuclear weapons from their soil. And we are working on agreements to halt production of fissile materials for nuclear explosives; to make dismantling of nuclear warheads transparent and irreversible; and further to reduce our nuclear weapons and delivery vehicles.

The United States and Russia also recognize that we must cooperate to control the emerging danger of terrorists who traffic in nuclear materials. To secure nuclear materials at their sources, we have agreed with Russia to stop plutonium production by the year 2000; to construct a storage facility for fissile materials and buy up stocks of weapons-grade fuel; and to combat the criminals who are trying to smuggle materials for nuclear explosives. Our two nations and Germany have increased cooperation and engaged in joint anti-terrorist training. Soon, under the leadership of our Federal Bureau of Investigation, we will open a law enforcement training academy in Europe, where police will learn how to combat more effectively trafficking of nuclear weapons components, as well as the drug trade, organized crime and money laundering.

The United States will also advance a wide-ranging non-proliferation agenda: a global conven-



tion to halt production of fissile materials; efforts to curb North Korea's nuclear ambitions; transparent procedures for dismantling nuclear warheads; and our work to ban testing and to extend the Treaty on the Non-Proliferation of Nuclear Weapons. And today I am proposing a first step toward the eventual elimination of a less visible but still deadly threat: the world's 85 million anti-personnel land-mines—one for every 50 persons on the face of the earth. I ask all nations concerned to join with us and conclude an agreement to reduce the number and availability of those mines. Ridding the world of those often hidden weapons will help to save the lives of tens of thousands of men, women and innocent children in the years to come.

Our progress in the last year also provides confidence that in the post-cold-war years we can adapt and construct global institutions that will help to provide security and increase economic growth throughout the world. Since I spoke here last year, 22 nations have joined the Partnership for Peace of the North Atlantic Treaty Organization (NATO). The first joint exercises have been conducted, helping to give Europe the chance to become a more unified continent in which democratic nations live within secure borders. In Asia, security talks and economic cooperation will lead to further stability. By reducing nations' fears about their borders and allowing them to spend less on military defenses, our coalition for

democracy can give nations in transition a better chance to offer new freedoms and opportunities to their own people. It is time that we think anew about the structures of this global economy as well, tearing down walls that separate nations instead of hiding behind them.

At the Group of Seven meeting at Naples this year we committed ourselves to this task of renewal, to reexamining the economic institutions that have served us so well in the past. In the interests of shared prosperity, the United States actively promotes open markets. Though still in its infancy, the North American Free Trade Agreement has dramatically increased trade between the United States and Mexico and has produced in the United States alone an estimated 200,000 new jobs. It offers a model to nations throughout the Americas which we hope to build on. And this week I will send legislation to the Congress to implement the General Agreement on Tariffs and Trade (GATT), the largest trade agreement in all of history. GATT—and its successor, the World Trade Organization—holds the promise for all of us of increased exports, higher wages and improved living standards. In the months and years to come we will work no less to extend the reach of open markets, starting with the Asia-Pacific Economic Cooperation Council and the Summit of the Americas later this year.

Here at the United Nations we must develop a concrete plan to

meet the challenges of the next 50 years even as we celebrate the last 50 years. I believe we should declare next year's 50th anniversary not just a year of celebration but a year of renewal. We call on the Secretary General to name a working group so that by the time we meet next year we will have a concrete action plan to revitalize the obligations of the United Nations to address the security, economic and political challenges ahead—obligations we must all be willing to assume.

Our objectives should include ready, efficient and capable UN peacekeeping forces, and I am happy to report that, as I pledged last year and thanks to support in the U.S. Congress, \$1.2 billion is now available from the United States for this critical account.

We must also pledge to keep UN reform moving forward so that we do more with less, and we must improve our ability to respond to urgent needs. Let me suggest that it is time for the members of the Assembly to consider seriously President Menem's suggestion for the creation of a civilian rapid-response capability for humanitarian crises.

And let us not lose sight of the special role that development and democracy can play in preventing conflicts once peace has been established. Never before has the United Nations been in a better position to achieve the democratic goals of our founders. The end of the cold war has freed us from decades of paralyzing divisions.

And we all know that multilateral cooperation is not only necessary to address the new threats we face, but possible to succeed.

The efforts we have undertaken together in Haiti are a prime example. Under the sponsorship of the United Nations, American troops, now being joined by the personnel of an ever-growing international coalition of over 2 dozen nations, are giving people of Haiti their chance at freedom. Creative diplomacy, the influence of economic power and the credible threat of military force—all have contributed to this moment of opportunity. Essential civil order will be restored. Human rights violations will be curbed. The first refugees will be returning within hours, on this day. The military leaders will step down. The democratic government will be restored. President Aristide will return. The multinational mission will turn its responsibilities over to the UN mission, which will remain in Haiti throughout 1995, until a new president is elected. During this time a multinational development effort will make available more than \$1 billion to begin helping the Haitians rebuild their country. In the spirit of reconciliation and reconstruction, President Aristide yesterday called for the immediate easing of sanctions so that the work of rebuilding can begin immediately. Accordingly, I intend to act expeditiously, within Security Council resolutions 917 (1994) and 940 (1994) to enable us to restore health care, water and electrical services, construction materials for humanitarian efforts,

and communications, agricultural and educational materials.

Today I am also announcing that the United States will suspend all unilateral sanctions against Haiti except those that affect the military leaders and their immediate supporters. This will include regularly scheduled air flights when the airport becomes available, financial transactions and travel restrictions. I urge all nations to do the same.

In Haiti, the United States has demonstrated that it would lead a multinational force when our interests are plain, when the cause is right, when the mission is achievable and the nations of the world stand with us. But Haiti's people will have to muster the strength and the patience to travel the road of freedom. They have to do this for themselves. Every new democratic nation is fragile. But we will see the day when the people of Haiti fulfil their aspirations to liberty and when they are once again making genuine economic progress.

UN actions in Bosnia, like those in Haiti, demonstrate that progress can be made when a coalition backs up diplomacy with military power. For the first time ever, NATO has taken, since we met last year, military actions beyond the territory of its members. The threat of NATO air power helped to establish the exclusion zone around Sarajevo and to end the Bosnian Serbs' spring offensive against Gorazde. NATO's February ultimatum boosted our mediation efforts, which helped to end the war

between the Bosnian Government and the Bosnian Croats and forged a federation between those two communities. To that extent the situation in Bosnia has improved, but in recent weeks the situation around Sarajevo has deteriorated substantially, and Sarajevo once again faces the prospect of strangulation. A new resolve by the United Nations to enforce its resolutions is now necessary to save Sarajevo, and NATO stands ready to act.

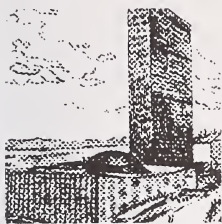
The situation in Bosnia is yet another reminder of the greatest irony of this century we are leaving. This century, so full of hope and opportunity and achievement, has also been an age of deep destruction and despair. We cannot help but remember the millions who gave their lives during two world wars and the half century of struggle by men and women in the East and West who ultimately prevailed in the name of freedom.

But we must also think of our children and the world we will leave them in the 21st century. History has given us a very rare opportunity—the chance to build on the greatest legacy of this century without reliving its darkest moments. And we have shown that we can carry forward humanity's ancient quest for freedom to build a world where democracy knows no borders but where nations know their borders will always be secure, a world that gives all people the chance to realize their potential and to live out their dreams.





## Appendix 2



# Principal Organs of the United Nations

## General Assembly

The General Assembly is composed of all 185 members. As of December 31, 1994, they are:

Member	Date of Admission	Member	Date of Admission
Afghanistan	Nov. 19, 1946	Burundi	Sept. 18, 1962
Albania	Dec. 14, 1955	Cambodia	Dec. 14, 1955
Algeria	Oct. 8, 1962	Cameroon	Sept. 20, 1960
Andorra	July 28, 1993	Canada	Nov. 9, 1945
Angola	Dec. 1, 1976	Cape Verde	Sept. 16, 1975
Antigua and Barbuda	Nov. 11, 1981	Central African Republic	Sept. 20, 1960
Argentina	Oct. 24, 1945	Chad	Sept. 20, 1960
Armenia	Mar. 2, 1992	Chile	Oct. 24, 1945
Australia	Nov. 1, 1945	China	Oct. 24, 1945
Austria	Dec. 14, 1955	Colombia	Nov. 5, 1945
Azerbaijan	Mar. 2, 1992	Comoros	Nov. 12, 1975
Bahamas	Sept. 18, 1973	Congo	Sept. 20, 1960
Bahrain	Sept. 21, 1971	Costa Rica	Nov. 2, 1945
Bangladesh	Sept. 17, 1974	Cote d'Ivoire	Sept. 20, 1960
Barbados	Dec. 9, 1966	Croatia	May 22, 1992
Belarus	Oct. 24, 1945	Cuba	Oct. 24, 1945
Belgium	Dec. 27, 1945	Cyprus	Sept. 20, 1960
Belize	Sept. 25, 1981	Czech Republic	Jan. 19, 1993
Benin	Sept. 20, 1960	Denmark	Oct. 24, 1945
Bhutan	Sept. 21, 1971	Djibouti	Sept. 20, 1977
Bolivia	Nov. 14, 1945	Dominica	Dec. 18, 1978
Bosnia and Herzegovina	May 22, 1992	Dominican Republic	Oct. 24, 1945
Botswana	Oct. 17, 1966	Ecuador	Dec. 21, 1945
Brazil	Oct. 24, 1945	Egypt	Oct. 24, 1945
Brunei Darussalam	Sept. 21, 1984	El Salvador	Oct. 24, 1945
Bulgaria	Dec. 14, 1955	Equatorial Guinea	Nov. 12, 1968
Burkina Faso	Sept. 20, 1960	Eritrea	May 28, 1993

<b>Member</b>	<b>Date of Admission</b>	<b>Member</b>	<b>Date of Admission</b>
Estonia	Sept. 17, 1991	Liechtenstein	Sept. 18, 1990
Ethiopia	Nov. 13, 1945	Lithuania	Sept. 17, 1991
Fiji	Oct. 13, 1970	Luxembourg	Oct. 24, 1945
Finland	Dec. 14, 1955	Madagascar	Sept. 20, 1960
France	Oct. 24, 1945	Malawi	Dec. 1, 1964
Gabon	Sept. 20, 1960	Malaysia	Sept. 17, 1957
Gambia	Sept. 21, 1965	Maldives	Sept. 21, 1965
Georgia	July 31, 1992	Mali	Sept. 28, 1960
Germany	Sept. 18, 1973	Malta	Dec. 1, 1964
Ghana	Mar. 8, 1957	Marshall Islands	Sept. 17, 1991
Greece	Oct. 25, 1945	Mauritania	Oct. 27, 1961
Grenada	Sept. 17, 1974	Mauritius	Apr. 24, 1968
Guatemala	Nov. 21, 1945	Mexico	Nov. 7, 1945
Guinea	Dec. 12, 1958	Micronesia	Sept. 17, 1991
Guinea-Bissau	Sept. 17, 1974	Moldova	Mar. 2, 1992
Guyana	Sept. 20, 1966	Monaco	May 28, 1993
Haiti	Oct. 24, 1945	Mongolia	Oct. 27, 1961
Honduras	Dec. 17, 1945	Morocco	Nov. 12, 1956
Hungary	Dec. 14, 1955	Mozambique	Sept. 16, 1975
Iceland	Nov. 19, 1946	Myanmar	Apr. 19, 1948
India	Oct. 30, 1945	Namibia	Apr. 23, 1990
Indonesia	Sept. 28, 1950	Nepal	Dec. 14, 1955
Iran	Oct. 24, 1945	Netherlands	Dec. 10, 1945
Iraq	Dec. 21, 1945	New Zealand	Oct. 24, 1945
Ireland	Dec. 14, 1955	Nicaragua	Oct. 24, 1945
Israel	May 11, 1949	Niger	Sept. 20, 1960
Italy	Dec. 14, 1955	Nigeria	Oct. 7, 1960
Jamaica	Sept. 18, 1962	Norway	Nov. 27, 1945
Japan	Dec. 18, 1956	Oman	Oct. 7, 1971
Jordan	Dec. 14, 1955	Pakistan	Sept. 30, 1947
Kazakhstan	Mar. 2, 1992	Palau	Dec. 15, 1994
Kenya	Dec. 16, 1963	Panama	Nov. 13, 1945
Korea, Democratic		Papua New Guinea	Oct. 10, 1975
People's		Paraguay	Oct. 24, 1945
Republic	Sept. 17, 1991	Peru	Oct. 31, 1945
Korea, Republic of	Sept. 17, 1991	Philippines	Oct. 24, 1945
Kuwait	May 14, 1963	Poland	Oct. 24, 1945
Kyrgyzstan	Mar. 2, 1992	Portugal	Dec. 14, 1955
Laos	Dec. 14, 1955	Qatar	Sept. 21, 1971
Latvia	Sept. 17, 1991	Romania	Dec. 14, 1955
Lebanon	Oct. 24, 1945	Russian Federation	Oct. 24, 1945
Lesotho	Oct. 17, 1966	Rwanda	Sept. 18, 1962
Liberia	Nov. 2, 1945	Saint Kitts and	
Libya	Dec. 14, 1955	Nevis	Sept. 23, 1983

<b>Member</b>	<b>Date of Admission</b>	<b>Member</b>	<b>Date of Admission</b>
Saint Lucia	Sept. 18, 1979	Thailand	Dec. 16, 1946
Saint Vincent and the Grenadines	Sept. 16, 1980	The Former Yugoslav Republic of	
Samoa	Dec. 15, 1976	Macedonia	Apr. 8, 1993
San Marino	Mar. 2, 1992	Togo	Sept. 20, 1960
Sao Tome and Principe	Sept. 16, 1975	Trinidad and Tobago	Sept. 18, 1962
Saudi Arabia	Oct. 24, 1945	Tunisia	Nov. 12, 1956
Senegal	Sept. 28, 1960	Turkey	Oct. 24, 1945
Seychelles	Sept. 21, 1976	Turkmenistan	Mar. 2, 1992
Sierra Leone	Sept. 27, 1961	Uganda	Oct. 25, 1962
Singapore	Sept. 21, 1965	Ukraine	Oct. 24, 1945
Slovak Republic	Jan. 19, 1993	United Arab Emirates	Dec. 9, 1971
Slovenia	May 22, 1992	United Kingdom	Oct. 24, 1945
Solomon Islands	Sept. 19, 1978	United States	Oct. 24, 1945
Somalia	Sept. 20, 1960	Uruguay	Dec. 18, 1945
South Africa	Nov. 7, 1945	Uzbekistan	Mar. 2, 1992
Spain	Dec. 14, 1955	Vanuatu	Sept. 15, 1981
Sri Lanka	Dec. 14, 1955	Venezuela	Nov. 15, 1945
Sudan	Nov. 12, 1956	Vietnam	Sept. 20, 1977
Suriname	Dec. 4, 1975	Yemen	Sept. 30, 1947
Swaziland	Sept. 24, 1968	Yugoslavia	Oct. 24, 1945
Sweden	Nov. 19, 1946	Zaire	Sept. 20, 1960
Syria	Oct. 24, 1945	Zambia	Dec. 1, 1964
Tajikistan	Mar. 2, 1992	Zimbabwe	Aug. 25, 1980
Tanzania	Dec. 14, 1961		

The 48th regular session of the General Assembly, which had been suspended December 23, 1993, was resumed in 1994 on January 21; February 14; March 9, 24; April 5, 14; May 26; June 23; July 8, 14, 28, 29; August 24; and September 14, 19. The Assembly adopted 42 resolutions regarding credentials of representatives; human rights in Haiti and Guatemala; 50th Anniversary of the United Nations; South Africa; emergency assistance to Madagascar, Uganda, Mozambique and Moldova; World Food Program; observer status for the Commonwealth of Independent States and sovereign Military Order of Malta; Law of the Sea; revitalization of the work of the General Assembly; and budget and financial matters. In addition, 47 decisions were also adopted at these sessions. The Assembly was formally closed on September 19.

The 49th regular session of the General Assembly convened September 20, 1994, and was suspended December 23, 1994.

The Assembly elected Amara Essy (Cote d'Ivoire) as President and the Chairmen of the Delegations of Armenia, Austria, Burundi, Cambodia, China, Democratic People's Republic of Korea, Dominican Republic, Fiji, France, Guinea-Bissau, India, Kazakhstan, Malawi, Netherlands, Nicaragua, Russian Federation, Sudan, Tunisia, United Kingdom, United States and Uruguay as the 21 Vice Presidents.

The Chairmen of the six Main Committees, on which each member may be represented, were:

**First Committee (Disarmament and International Security)**—Luis Valencia-Rodriguez (Ecuador)

**Second Committee (Economic and Financial)**—Sher Afgan Khan (Pakistan)

**Third Committee (Social, Humanitarian and Cultural)**—Keba Birane Cisse (Senegal)

**Fourth Committee (Special Political and Decolonization)**—Borys Hudyma (Ukraine)

**Fifth Committee (Administrative and Budgetary)**—Adrien Teirlinck (Belgium)

**Sixth Committee (Legal)**—George Lamptey (Ghana)

The General Committee (steering committee) is composed of the President, the 21 Vice-Presidents and Chairmen of the 6 Main Committees.

## **Security Council**

The Security Council is composed of 5 members designated in the charter as permanent and 10 members elected by the General Assembly for 2-year terms ending December 31 of the year given in the heading:



Permanent Members: China, France, Russian Federation, United Kingdom, United States

1994: Brazil, Djibouti, New Zealand, Pakistan, Spain

1995: Argentina, Czech Republic, Nigeria, Oman, Rwanda

On October 20 the Assembly elected Botswana, Germany, Honduras, Indonesia and Italy as members of the Security Council for a 2-year term of office beginning January 1, 1995.

## **Trusteeship Council**

The Trusteeship Council is composed of the United States (as administrator of a territory) and the other four Permanent Members of the Security Council (China, France, Russian Federation, United Kingdom).

The Trusteeship Council held a resumed 60th session on January 18; its 61st session on May 24–25; and a resumed session on November 1, in New York.

## **Economic and Social Council**

ECOSOC is composed of 54 members elected by the General Assembly for 3-year terms ending December 31 of the year given in the heading:

1994: Angola, Australia, Bangladesh, Belarus, Belgium, Benin, Brazil, Colombia, Ethiopia, India, Italy, Kuwait, Madagascar, Philippines, Poland, Suriname, Swaziland, United States

1995: Bahamas, Bhutan, Canada, China, Cuba, Denmark, Gabon, Libya, Mexico, Nigeria, Norway, Republic of Korea, Romania, Russian Federation, Sri Lanka, Ukraine, United Kingdom, Zaire

1996: Bulgaria, Chile, Costa Rica, Egypt, France, Germany, Ghana, Greece, Indonesia, Ireland, Japan, Pakistan, Paraguay, Portugal, Senegal, Tanzania, Venezuela, Zimbabwe

On November 8 the General Assembly elected Australia, Belarus, Brazil, Colombia, Congo, Cote d'Ivoire, India, Jamaica, Luxembourg, Malaysia, Netherlands, Philippines, Poland, South Africa, Sudan, Thailand, Uganda and United States.

## **International Court of Justice**

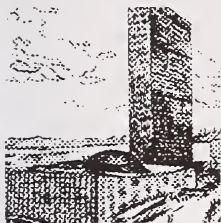
The International Court of Justice consists of 15 members elected by the General Assembly and Security Council for 9-year terms ending February 5 of the year shown in parentheses. The judges, listed in order of precedence, are:

Mohammed Bedjaoui, Algeria (1997), President

Stephen M. Schwebel, United States (1997), Vice President

Shigeru Oda, Japan (2003)  
Roberto Ago, Italy (1997)  
Robert Y. Jennings, United Kingdom (2000)  
Nikolai K. Tarassov, Russian Federation (1997)  
Gilbert Guillaume, France (2000)  
Mohamed Shahabuddeen, Guyana (1997)  
Andres Aguilar Mawdsley, Venezuela (2000)  
Christopher G. Weeramantry, Sri Lanka (2000)  
Raymond Ranjeva, Madagascar (2000)  
Geza Herczegh, Hungary (2003)  
Shi Jiuyong, China (2003)  
Carl-August Fleischhauer, Germany (2003)  
Abdul Koroma, Sierra Leone (2003)

## Appendix 3



# United States Missions

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## New York

The United States is represented at the Headquarters of the United Nations in New York by the U.S. Mission to the United Nations under the direction of a Permanent Representative. The mission furthers American interests by serving as the channel of communication between the U.S. Government and UN organs, agencies and commissions at the Headquarters; with the 184 other permanent missions accredited to the United Nations; and with various nonmember observer missions. It is also the base of operations for U.S. Delegations to the General Assembly and to other UN bodies when they meet in New York.

The U.S. Representative to the United Nations, who is also the Chief of Mission, holds the rank of Ambassador and is a member of the President's Cabinet and the U.S. National Security Council. She represents the United States in the UN Security Council and is assisted by four other ambassadors appointed by the President and also by a staff.

The mission's staff includes specialists in political, economic, social, financial, budgetary, legal, military, public affairs and administrative matters. In 1994 about 150 people from the Department of State and other government departments and agencies worked in the mission. The mission also has an office at the Department of State that specializes in Cabinet, U.S. National Security Council, Congressional and interagency matters.

The staff assists the U.S. Representative in such activities as planning the tactical pursuit of U.S. policy objectives in UN organs and bodies; carrying out consultations, negotiations and liaison with other delegations and the UN Secretariat; preparing policy recommendations to the Department of State; reporting to the Department of State on consultations and developments in the United Nations; discharging U.S. responsibilities as host government; carrying out public affairs activities; and planning and administering conference operations.

## Geneva

The U.S. Mission to the European Office of the United Nations and Other International Organizations, headquartered in Geneva, is under the direction of a U.S. Permanent Representative with the rank of Ambassa-

dor. The mission is responsible for representing U.S. interests at the UN European headquarters; UN subsidiary bodies in Geneva (e.g., UN Human Rights Commission, UN Conference on Trade and Development, UN High Commissioner for Refugees, Economic Commission for Europe, Geneva Office of the UN Environment Program, UN Department of Humanitarian Affairs); specialized agencies with their headquarters in Geneva (International Labor Organization, World Health Organization, World Meteorological Organization, International Telecommunication Union and World Intellectual Property Organization); International Organization for Migration and International Committee of the Red Cross. The mission maintains contacts with resident delegations of other nations in Geneva as well as with nongovernmental or voluntary organizations involved in environmental, scientific, human rights and humanitarian affairs.

The mission is charged with pursuing U.S. interests in this range of agencies, furthering U.S. policy goals in such fields as international health, humanitarian assistance, economic cooperation, human rights, the environment, communications and sustainable development, reporting on developments and making policy recommendations to the Department of State. The mission is responsible for assuring sound UN management practices and the most effective use of U.S. contributions to the United Nations and specialized agencies.

The mission staff includes economic, political, labor, environmental, financial resource management, scientific, agricultural, legal affairs, health, public affairs, refugee and migration and administrative personnel. About 130 Americans are assigned to the mission, along with 46 national employees.

The Permanent Representative often heads or serves as alternate on delegations to large conferences. Other officers of the mission represent the United States at the hundreds of international meetings, conferences and negotiations held in Geneva each year.

The mission offers administrative support to the various U.S. Delegations involved in multilateral arms reduction talks with certain members of the CIS. It also provides administrative support for the Office of the U.S. Trade Representative (GATT negotiations) and the U.S. Delegation to the multilateral Conference on Disarmament.

## **Vienna**

The United States maintains a permanent mission in Vienna, the U.S. Mission to the International Organizations in Vienna (UNVIE), under a Permanent Representative with the rank of Ambassador. The mission provides representation to the International Atomic Energy Agency (IAEA), UN Industrial Development Organization (UNIDO), UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), UN



International Drug Control Program (UNDCP), UN Office for Outer Space Affairs (OSA), and the UN Office at Vienna (UNOV). Under UNOV there is also the Crime Prevention and Criminal Justice Branch (CPCJB) of the International Trade Law Branch of the UN Commission on International Trade Law (UNCITRAL).

The U.S. Mission also maintains contact with the permanent missions of other nations, as well as with nongovernmental organizations. The mission staff numbers 19 American employees.

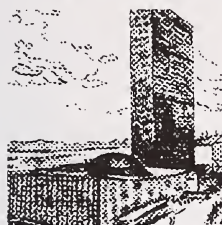
The Permanent Representative often serves as head or as alternate head of delegations to large conferences. Other officers, who include political, economic and nuclear energy specialists, represent the United States at the numerous international meetings and conferences held in Vienna.

## **Other U.S. Missions**

The United States also maintains a mission to the UN agencies for food and agriculture in Rome, a mission to the International Civil Aviation Organization in Montreal, a liaison office with the UN Environment Program and Habitat in Nairobi and an observer mission to UNESCO in Paris.



## Appendix 4



# United States Representatives

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Permanent Representative and Chief of Mission to the United Nations: Madeleine K. Albright

Deputy Permanent Representative to the United Nations: Edward S. Walker, Jr. (through May); Edward W. Gnehm, Jr. (from May)

Deputy Permanent Representatives to the Security Council: Edward W. Gnehm, Jr.; Karl F. Inderfurth

Representative on the Economic and Social Council: Victor Marrero

Alternate Representative for Special Political Affairs: Karl F. Inderfurth

Representative for UN Management and Reform: David E. Birenbaum

U.S. Representative to the European Office of the United Nations, Geneva: Daniel L. Spiegel

U.S. Representative to International Organizations, Vienna: John B. Ritch III

## General Assembly

*49th regular session (New York, Sept. 20–Dec. 23)*

Representatives: Madeleine K. Albright<sup>1</sup> (Chairman);  
Edward W. Gnehm, Jr. (Vice-Chairman); Patrick J. Leahy;  
Frank H. Murkowski; Lee Christopher Howley  
Alternates: Karl F. Inderfurth; Victor Marrero;  
David E. Birenbaum; Herman E. Gallegos; Isabelle Leeds

## Subsidiary and Other Bodies

*UN Scientific Committee on the Effects of Atomic Radiation*

43rd session (Vienna, March 7–11)

Representative: Fred A. Mettler, Jr.

Alternate: Warren K. Sinclair

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1. The Secretary of State, Warren M. Christopher, served as chairman of the delegation, *ex officio*, during his presence at the session.

*Special Committee on the Charter of the United Nations and on the  
Strengthening of the Role of the Organization*

19th session (New York, Mar. 7–25)

Representative: Robert B. Rosenstock

*Committee on Conferences*

Substantive session (New York, Aug. 22–31)

Representative: Barbara Perreault

Alternate: William K. Grant

*Disarmament Commission*

16th session (New York, Apr. 18–May 9)

Representatives: Karl F. Inderfurth;

Stephen J. Ledogar

Alternates: Robert T. Grey, Jr.; John H. King;

James H. Madden; Alexander Akalovsky

*Conference on Disarmament*

(Geneva, Jan. 25–Mar. 31; May 16–July 1; July 25–Sept. 7)

Representative: Stephen J. Ledogar

Deputy: James H. Madden

*Committee on Information*

16th session (New York, May 9–24)

Representative: James P. Rubin

Alternate: Walter T. Douglas

*UN Commission on International Trade Law*

27th session (New York, May 31–June 17)

Co-Representatives: Peter H. Pfund; Harold F. Burman

Alternates: Kenneth Fries; Michael Hoellering;

Howard Holtzmann; Donald Wallace

*Committee on Peaceful Uses of Outer Space*

37th session (Vienna, June 6–17)

Representative: Kenneth D. Hodgkins

Alternates: Jeffrey Maclure; Bruce C. Rashkow;

John B. Ritch III

*Special Committee on Peacekeeping Operations*

(New York, Mar. 28, 30, 31 and Apr. 5, 6, 29)

Representative: Peter J. Fromuth

Alternate: Bonnie P. Leach

*Commission on Science and Technology for Development*

Did not meet in 1994.

## **Security Council**

Representative: Madeleine K. Albright

Deputies: Edward W. Gnehm, Jr.; Karl F. Inderfurth

Alternates: Cameron R. Hume; Robert B. Rosenstock;

Carolyn L. Willson; William B. Wood



## Trusteeship Council

61st session (New York, May 24–25)

Representative: Karl F. Inderfurth

Alternates: Lynne F. Lambert; Allen P. Stayman

## Economic and Social Council and Related Bodies

Organizational session for 1994 (New York, Jan. 25;

Feb. 1–4; Apr. 19–20)

Special session (New York, June 6)

Representative: Victor Marrero

Alternate: John W. Blaney

Regular session (New York, June 27–July 29)

Representatives: Madeleine K. Albright; Victor Marrero

Alternates: J. Brian Atwood; John W. Blaney

Second special session (New York, Sept. 16) and

resumed substantive session (New York, Nov. 3–4)

Representative: Victor Marrero

Alternate: John W. Blaney

## Functional Commissions

*Commission on Crime Prevention and Criminal Justice*

3rd session (Vienna, Apr. 26–May 6)

Representative: R. Grant Smith

Alternate: Beverly Zweiben

*Commission on Human Rights*

50th session (Geneva, Jan. 31–Mar. 11)

Special session on Rwanda (Geneva, May 24–25)

Representative: Geraldine A. Ferraro

Alternate: Daniel L. Spiegel

*Commission on Narcotic Drugs*

37th session (Vienna, Apr. 13–22)

Representative: Robert S. Gelbard

Alternate: John B. Ritch III

*Population Commission*

27th session (New York, Mar. 28–31)

Representative: M. Faith Mitchell

Alternates: Richard Cornelius; Victor Marrero

*Commission for Social Development*

Did not meet in 1994.

*Statistical Commission*

Special session (New York, Apr. 11–15)

Representative: Katherine K. Wallman

Alternate: Suzann Evinger

*Commission on the Status of Women*

38th session (New York, Mar. 7–18)

Representative: Arvonne S. Fraser

Alternate: Victor Marrero

Public Members: Marie Colton; Linda Tarr-Whelan

*Commission on Sustainable Development*

2nd plenary meeting (New York, May 16–27)

Representatives: William B. Milam; Timothy E. Wirth

Alternates: John W. Blaney; Carol Browner;

Eileen Claussen

## **Regional Economic Commissions**

*Economic and Social Commission for Asia and the Pacific*

50th session (New Delhi, Apr. 5–13)

Representative: Kenneth C. Brill

Alternates: M. Gordon Jones; John Medeiros

*Economic Commission for Europe*

49th plenary session (Geneva, Apr. 18–25)

Representative: Daniel L. Spiegel

Alternate: Stephen A. Schlaikjer

*Economic Commission for Latin America and the Caribbean*

25th session (Cartagena, Apr. 20–27)

Representative: Edward Casey

Alternate: Sandra Dembski

## **Standing Committees**

*Commission on Human Settlements*

Did not meet in 1994.

*Committee on Natural Resources*

2nd session (New York, Feb. 22–Mar. 4)

The United States was not a member in 1994.

*Committee on Non-Governmental Organizations*

Did not meet in 1994.

*Committee for Program and Coordination*

34th session, First Part (New York, May 16–23)

Representative: Linda S. Shenwick

Alternate: Michael Michalski

34th session, Second Part (New York, Aug. 29–Sept. 16)

Representative: David E. Birenbaum

Alternate: Linda S. Shenwick

*Commission on Transnational Corporations*

20th session (Geneva, May 2–11)

Representative: Stephen A. Schlaikjer

*World Food Council*

No ministerial meeting was held in 1994.

## **Related Subsidiary Bodies**

*UN Children's Fund*

Executive Board, organizational session  
(New York, Feb. 23–25)

Representative: Victor Marrero

Alternate: Gerald J. Monroe

Substantive session (New York, May 2–6)

Representative: Marian Wright Edelman

Alternate: William H. Foegen

*UN Development Program*

Executive Board, organizational meeting and  
special session (New York Feb. 15–18)

Representative: Victor Marrero

Alternate: Gerald J. Monroe

Executive Board, regular session (New York, May 10–13)

Representative: Victor Marrero

Alternate: John W. Blaney; Gerald J. Monroe

Executive Board, annual session (Geneva, June 6–17)

Representative: Gerald J. Monroe

Alternates: Helen R. LaLime; M. Faith Mitchell

Executive Board, regular session (New York, Oct. 6–10)

Representative: Victor Marrero

Alternates: John W. Blaney; Ralph Bresler

*UN Environment Program*

Governing Council did not meet in 1994.

*Office of the UN High Commissioner for Refugees*

Executive Committee, 45th session (Geneva, Oct. 3–7)

Representative: Phyllis E. Oakley

Alternate: Daniel L. Spiegel

*UN Conference on Trade and Development*

40th session, Second Part (Geneva, Apr. 18–29)

Representative: Melinda L. Kimble

Alternate: Stephen A. Schlaikjer

Resumed session (May 25–27)

Representative: Melinda L. Kimble

Alternates: Stephen A. Schlaikjer; Joyce Rabens

41st session, First Part (Geneva, Sept. 19)

Representative: Daniel L. Spiegel

Alternate: Stephen A. Schlaikjer

## **Specialized Agencies and Other Bodies**

*Food and Agriculture Organization (FAO)*

Conference did not meet in 1994.

*International Atomic Energy Agency (IAEA)*

General Conference, 38th session (Vienna, Sept. 19–23)

Representative: Nelson F. Sievering, Jr.

Alternate: John B. Ritch III

*International Civil Aviation Organization (ICAO)*

Assembly did not meet in 1994.

*International Fund for Agricultural Development (IFAD)*

Governing Council, 17th session (Rome, Jan. 26–28)

Representative: Terrence J. Brown

Alternate: Barbara A. Upton

*International Labor Organization (ILO)*

Conference, 81st session (Geneva, June 7–24)

Minister: Robert B. Reich III

Also attending: Steven L. Diminuco; Mary Meagher

Delegates: Joaquin F. Otero; Anthony G. Freeman

Alternates: David A. Peterson; Daniel L. Spiegel

*International Maritime Organization (IMO)*

(Assembly, 18th session, met in London,

Oct. 25–Nov. 5, 1993)

Assembly did not meet in 1994.

*International Monetary Fund (IMF)*

U.S. Governor: Lloyd Bentsen

Alternate: Alan Greenspan

*International Telecommunication Union (ITU)*

Plenipotentiary Conference (Kyoto, Japan, Sept. 19–Oct. 14)

Representative: Jeffrey Smulyan

Alternates: Richard C. Beaird; Douglas V. Davis;

Lawrence Palmer; Harold Kimball

Administrative Council (Geneva, May 2–17)

Representative: Richard C. Beaird

Alternate: Earl S. Barbely

*UN Educational, Scientific and Cultural Organization (UNESCO)*

General Conference did not meet in 1994.

*UN Industrial Development Organization (UNIDO)*

General Conference did not meet in 1994.

*Universal Postal Union (UPU)*

Universal Postal Congress (Seoul, Aug. 22–Sept. 14)

Heads of Delegation: Marvin Runyon; Thomas Leavey

Deputy: Michael Coughlin



*World Bank Group*

*International Bank for Reconstruction and Development (IBRD)*

U.S. Governor: Lloyd Bentsen

Alternate: Joan E. Spero

U.S. Executive Director: Jan Piercy

Alternate: Michael Marek

*International Development Association (IDA)*

The U.S. Governor, Executive Director and alternates were the same as those of the IBRD.

*International Finance Corporation (IFC)*

The U.S. Governor, Executive Director and alternates were the same as those of the IBRD.

*World Health Organization (WHO)*

47th World Health Assembly (Geneva, May 2-12)

Delegates: Donna E. Shalala; Philip R. Lee; Daniel L. Spiegel

Alternates: Rose R. Belmont; Jo Ivey Boufford; Neil A. Boyer; J. Jerrett Clinton; Ciro V. Sumaya

*World Intellectual Property Organization (WIPO)*

General Assembly (Geneva, Sept. 26-Oct. 4)

Representative: Daniel L. Spiegel

Alternate: Bruce A. Lehman

*World Meteorological Organization (WMO)*

Congress did not meet in 1994.

Executive Council (Geneva June 6-12)

Representative: Elbert W. Friday, Jr.

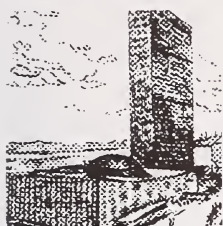
Alternate: Richard Greenfield

*World Tourism Organization (WTO)*

General Assembly did not meet in 1994.



## Appendix 5



# Scale of Assessments

The scale of assessments for the contributions of member states to the UN regular budget for the financial year 1994 is as follows:

Member State	Percent	Member State	Percent
Afghanistan	0.01	Cameroon	0.01
Albania	0.01	Canada	3.11
Algeria	0.16	Cape Verde	0.01
Andorra	0.01	Central African Republic	0.01
Angola	0.01	Chad	0.01
Antigua and Barbuda	0.01	Chile	0.08
Argentina	0.57	China	0.77
Armenia	0.13	Colombia	0.13
Australia	1.51	Comoros	0.01
Austria	0.75	Congo	0.01
Azerbaijan	0.22	Costa Rica	0.01
Bahamas	0.02	Cote d'Ivoire	0.02
Bahrain	0.03	Croatia	0.13
Bangladesh	0.01	Cuba	0.09
Barbados	0.01	Cyprus	0.02
Belarus	0.48	Czech Republic	0.42
Belgium	1.06	Denmark	0.65
Belize	0.01	Djibouti	0.01
Benin	0.01	Dominica	0.01
Bhutan	0.01	Dominican Republic	0.02
Bolivia	0.01	Ecuador	0.03
Bosnia and Herzegovina	0.04	Egypt	0.07
Botswana	0.01	El Salvador	0.01
Brazil	1.59	Equatorial Guinea	0.01
Brunei Darussalam	0.03	Eritrea	0.01
Bulgaria	0.13	Estonia	0.07
Burkina Faso	0.01	Ethiopia	0.01
Burundi	0.01	Fiji	0.01
Cambodia	0.01	Finland	0.57

<b>Member State</b>	<b>Percent</b>	<b>Member State</b>	<b>Percent</b>
France	6.00	Malaysia	0.12
Gabon	0.02	Maldives	0.01
Gambia	0.01	Mali	0.01
Georgia	0.21	Malta	0.01
Germany	8.93	Marshall Islands	0.01
Ghana	0.01	Mauritania	0.01
Greece	0.35	Mauritius	0.01
Grenada	0.01	Mexico	0.88
Guatemala	0.02	Micronesia	0.01
Guinea	0.01	Moldova	0.15
Guinea-Bissau	0.01	Monaco	0.01
Guyana	0.01	Mongolia	0.01
Haiti	0.01	Morocco	0.03
Honduras	0.01	Mozambique	0.01
Hungary	0.18	Myanmar (Burma)	0.01
Iceland	0.03	Namibia	0.01
India	0.36	Nepal	0.01
Indonesia	0.16	Netherlands	1.50
Iran	0.77	New Zealand	0.24
Iraq	0.13	Nicaragua	0.01
Ireland	0.18	Niger	0.01
Israel	0.23	Nigeria	0.20
Italy	4.29	Norway	0.55
Jamaica	0.01	Oman	0.03
Japan	12.45	Pakistan	0.06
Jordan	0.01	Palau <sup>1</sup>	...
Kazakhstan	0.35	Panama	0.02
Kenya	0.01	Papua New Guinea	0.01
Korea, Democratic		Paraguay	0.02
People's Republic of	0.05	Peru	0.06
Korea, Republic of	0.69	Philippines	0.07
Kuwait	0.25	Poland	0.47
Kyrgyzstan	0.06	Portugal	0.20
Laos	0.01	Qatar	0.05
Latvia	0.13	Romania	0.17
Lebanon	0.01	Russian Federation	6.71
Lesotho	0.01	Rwanda	0.01
Liberia	0.01	Saint Kitts and Nevis	0.01
Libya	0.24	Saint Lucia	0.01
Liechtenstein	0.01		
Lithuania	0.15		
Luxembourg	0.06		
Madagascar	0.01		
Malawi	0.01		

1. The assessment rate of the Republic of Palau is to be determined by the Committee on Contributions during its 55th session.



<b>Member State</b>	<b>Percent</b>	<b>Member State</b>	<b>Percent</b>
Saint Vincent and the Grenadines	0.01	Thailand	0.11
Samoa	0.01	The Former Yugoslav Republic of	
San Marino	0.01	Macedonia	0.02
Sao Tome and Principe	0.01	Togo	0.01
Saudi Arabia	0.96	Trinidad and Tobago	0.05
Senegal	0.01	Tunisia	0.03
Seychelles	0.01	Turkey	0.27
Sierra Leone	0.01	Turkmenistan	0.06
Singapore	0.12	Uganda	0.01
Slovak Republic	0.13	Ukraine	1.87
Slovenia	0.09	United Arab Emirates	0.21
Solomon Islands	0.01	United Kingdom	5.02
Somalia	0.01	United States	25.00
South Africa	0.41	Uruguay	0.04
Spain	1.98	Uzbekistan	0.26
Sri Lanka	0.01	Vanuatu	0.01
Sudan	0.01	Venezuela	0.49
Suriname	0.01	Vietnam	0.01
Swaziland	0.01	Yemen	0.01
Sweden	1.11	Yugoslavia	0.14
Syria	0.04	Zaire	0.01
Tajikistan	0.05	Zambia	0.01
Tanzania	0.01	Zimbabwe	0.01

In accordance with regulation 5.9 of the Financial Regulations, states that are not members of the United Nations but that participate in certain of its activities are called upon to contribute toward the 1994 expenses of the organization on the basis of the following rates:

<b>Non-Member State</b>	<b>Percent</b>	<b>Non-Member State</b>	<b>Percent</b>
Holy See	0.01	Switzerland	1.16
Nauru	0.01	Tonga	0.01



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